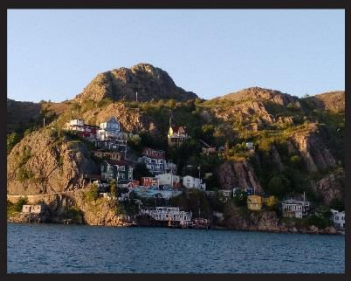
Envision St. John's
Municipal Plan

As Amended
December 2022



ST. JOHN'S

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CHAPTER 1 Introduction

1.1 Purpose of the Municipal Plan

Envision St. John's Municipal Plan is the City's principal planning document. The Municipal Plan sets out a vision for the City that reflects input gathered from extensive public consultations. Goals, strategic objectives, and policies support the vision and will help guide the City's growth and development over the next decade.

Development in the City was first guided by a Zoning By-Law adopted in 1955, followed by the City's first Municipal Plan that was approved under the *Urban and Rural Planning Act* in 1984. Since that time, the Municipal Plan has undergone several reviews, most recently in 2003, and has been subject to numerous amendments since its adoption. Envision St. John's, prepared as a result of a comprehensive review, will replace the current St. John's Municipal Plan (2003).

1.2 Plan Review Process

In 2012, Envision St. John's was introduced to the general public, through a year-long intensive, public engagement process designed to bring together various stakeholders from the community to create a unified vision for the city's future.

The public engagement process included the following components:

- Municipal plan review Advisory Group: established to guide the municipal plan review process. The committee was comprised of 7 representatives from stakeholder organizations, 2 members of the general public, a member of Council who chaired the group, and supported by staff from the Department of Planning, Engineering and Regulatory Services.
- A city- wide brochure was mailed to St. John's residents, outlining the Municipal Plan review process and invited them to attend ward meetings and open houses, and encouraged written submissions.
- A background discussion document was prepared to provide information about the city, its changes, challenges and opportunities to provide a context for public discussion.

- Press releases and public notices were placed in *The Telegram* and posted on the City's website to advertise meetings and invite citizen input.
- Public Forums and Meetings:
  - Two city-wide forums were held: The Mayor's Symposium was the kick-off event for the municipal plan review process and the downtown forum. Both were open to the general public and drew about 100 participants each. The forums provided citizens with an opportunity to comment on a future vision for the city, express opinions and concerns around issues pertaining to future development and provide input regarding future growth within the city and the downtown.
  - Forums were held on the topics of Affordable Housing, Heritage, and the Environment. Attendance was by invitation and brought together key organizations and agencies to discuss future goals, objectives and policies.
  - Open houses followed by a public meeting were held in each Ward. The open house provided citizens with an opportunity to speak one-on-one with City staff, while the public meetings provided a more structured opportunity for the transfer of information.
  - Public meetings were held with two neighbourhood organizations: The Narrows and Georgestown. These meetings included discussion about neighbourhood concerns and future steps towards the creation of Secondary Plans for the neighbourhood.
- Facebook was used during the summer of 2012 to engage a wider audience outside the public meetings. Weekly polling and discussion questions were posted to discuss key planning topics and city growth.
- Organizations and agencies were invited to meet with City Council and staff, providing an opportunity to comment on issues concerning future growth and development.
- Referrals were sent to City departments, neighbouring municipalities and Provincial government agencies for comment regarding the City's municipal plan review.
- Staff compiled public input and prepared a Draft Plan for the consideration of Council and the public in 2014. This was updated in 2017, updated for adoption-in-principle in March 2019, and further updated for formal adoption in April 2021.

1.3 Legal Basis

The Municipal Plan is a statutory document, prepared and approved by Council in accordance with the *Urban and Rural Planning Act (2000)* for a ten-year period. The Municipal Plan applies to all land within the boundaries of the City. As required by the *Urban and Rural Planning Act*, the Municipal Plan includes:

- A set of objectives for land use;
- Policies to be implemented;
- Land classified into districts indicating intended uses;
- Proposals for implementation;
- Proposals for land use zoning regulations;
- Provisions for existing uses that do not conform to the Plan; and
- Provide direction in regard to development within the planning area over a 10-year period.

The *Urban and Rural Planning Act* also allows a Municipal Plan to address other areas relating to the physical, social, economic and natural environment, including:

- Existing and proposed street and transportation networks;
- Lands for comprehensive development;
- A program of public works;
- Protection, use and development of environmentally sensitive lands;
- Stormwater and erosion control;
- Protection and use of natural resources;
- Excavating, filling in, or reclaiming land;
- Protecting trees and vegetation, and other environmental matters;
- Building height and location for various types of development;
- Use and conservation of energy;
- Attracting, locating, and diversifying economic activity;
- Garden suites and back-lot development;
- Housing and other facilities for senior citizens; and
- Other proposals considered necessary by Council.

1.4 Conformity with Provincial, Regional and City Policy

Municipal Plans must be consistent with provincial policy and law, and with any Regional Plan in place that affects the Planning Area. The City is subject to the St. John's Urban Region Regional Plan.

The Plan supports and incorporates City policies included in various plans and policies approved by Council, including, but not limited to, the St. John's Strategic Plan 2019-2029, the Economic Roadmap 2021, and the Open Space Master Plan. It also incorporates Council-approved recommendations from a variety of studies on topics such as built heritage, recreation, and transportation, among others.

1.5 Review and Amendment of the Municipal Plan

The *Urban and Rural Planning Act (2000)* requires each Municipal Plan to undergo a comprehensive review every ten years to ensure that its goals, objectives and policies remain consistent with community values, growth, economic and market trends.

The Municipal Plan may be amended to respond to changing circumstances, including the needs of the city with regards to the economy, housing demand, changing demographics or environment. The process to amend the Plan is established in the *Urban and Rural Planning Act (2000).*

1.6 Plan Organization

Envision St. John's Municipal Plan consists of three parts and is organized as follows:

1. Chapters I and II Introduce the Plan, its purpose, and the context for the vision and strategy for growth of the city.
2. Chapter III through VIII contain the goals, objectives and policies under five key themes, areas and the land use districts identified on the Future Land Use Map.
3. Chapter IX addresses how the Plan will be implemented.

The Plan consists of this document, the Future Land Use Map and other supporting maps. Graphics included in the Plan are for illustration purposes only.

CHAPTER 2 Framework for Growth

2.1 Managing Growth – Our Vision to 2031

The City recognizes that growth presents many opportunities and challenges. When the preparations for this Municipal Plan began, the economic prosperity resulting from a robust provincial economy led to an increase in employment, attracted new investment opportunities and brought new citizens to St. John's. At the same time, growth resulted in pressure on the City to provide new and improved infrastructure and an expanded range of services. In subsequent years, economic challenges reduced the amount of growth the City witnessed. The key is to manage growth in a sustainable manner while maintaining the character of St. John's. The City needs to balance the pace, location, extent and form of development occurring, in a manner that continues to improve the quality of life for all citizens.

Public input received as part of the municipal plan review consultations indicate that citizens want a city that fosters healthy neighbourhoods, safeguards and enhances environmental systems, and maintains a strong and diverse economy. They recognize the unique qualities and character of the city's neighbourhoods and the role that the historic downtown plays in their sense of place and identity.

2.2 Growth and Development Strategy

The strategy for growth set out in this Plan is one that attempts to balance growth with a strong diverse economy, environmental stewardship, recognition of heritage and its importance to the culture and economy of the city and complete neighbourhoods that have access to amenities such as parks, open space, food and local services. As the strategy is implemented, overall neighbourhood health will be a key consideration in the development of the built environment. Balance will be achieved through:

- Identification of undeveloped areas that are able to accommodate future, well-planned growth, an emphasis on encouraging intensification, and a greater mix of uses through investment in infrastructure that supports higher density development along major transportation corridors and centres where there are opportunities for redevelopment;

- Preserving the pattern and scale of development in established residential neighbourhoods and working to improve amenities such as local food, services, parks, recreation and pedestrian trail networks. The role of historic downtown is also recognized for its importance to our culture, heritage and economy; and

- Environmental stewardship through the protection and preservation of waterways, wetlands, coastlines and rural areas, and the creation of a natural open space system throughout the city.

2.3 City Vision

The vision for the City of St. John's that emerged during public consultation for the municipal plan review is:

St. John's will have a future of continued economic prosperity and diversity, where citizens have a strong sense of identity and appreciation for their cultural, natural and built heritage and the arts. This city has active, healthy citizens, living in affordable, accessible, complete neighbourhoods. St. John's attracts and welcomes investment, residents and visitors from the region, the province, and around the world.

The growth and development strategy and vision of this Municipal Plan are consistent with the vision set out in City's *Roadmap 2021: A Strategic Economic Plan for St. John's*:

> *"St. John's is a vibrant city capitalizing on its energy, creativity and distinctiveness to embrace economic progress and enhance quality of life".*

2.4 Key Themes

The vision of this Municipal Plan reflects five key themes which have emerged from the public consultation process:

- Valuing Environmental Systems
- Healthy Neighbourhoods
- Strong, Diversified Economy
- Urban Design
- Investment in Transportation and Services

The following sections outline the context for each of the key themes, identifying a set of goals, objectives and policies as presented in Chapters III to VII, which are also arranged according to the key themes and support the City's overall vision.

Valuing Environmental Systems

The City of St. John's identified environmentally valuable waterways and wetlands in the reports in 1998 and 1993. Over the following decades, these areas have been maintained as an important component of the city's open space system. This Plan continues to protect the city's river and wetland systems and recognizes their important ecological functions.

Windsor Lake, Broad Cove, Petty Harbour Long Pond, Bay Bulls Big Pond and Thomas Pond, and their associated watersheds, are recognized and protected as the main sources of potable water for the city and the region. Continued protection of these watersheds facilitates long-term sustainability of the quantity and quality of the drinking water supply.

The City's Open Space Master Plan (2014) identifies and defines an integrated system of linked natural corridors, which encompasses a network of parks, trails, greenspace, waterways, wetlands and woodlands that will be incorporated and expanded through future developments throughout the city.

The impacts of global climate change are being felt locally. More intense and more frequent storms are leading to expanding flood zones along our rivers and streams. The Plan recognizes the need to anticipate and adapt to climate change impacts.

Lands within the city support a stable, prosperous agricultural industry. As concerns over availability of and access to locally produced food increases, the importance of protecting this finite resource becomes more important. Agricultural areas contribute to the city's open space, enhance the rural landscape and natural heritage areas by providing environmental benefits, and contribute to the local economy and food production.

Healthy Neighbourhoods

Input from public consultations on the Plan indicate a desire for a city of healthy, walkable neighbourhoods with access to local services. There was also recognition that a greater mix of uses and higher density residential development will be required to support such initiatives. At the same time, there are concerns about how such development could be achieved and how it might affect established residential neighbourhoods.

Many of the City's neighbourhoods, with the exception of the downtown area, are traditionally low density, with consistent building size, height and lot size.

Neighbourhoods change and evolve over time, therefore it is the City's intent to implement policies that maintain the essential character of the neighbourhood, while allowing appropriate growth and development.

The City will re-invest in planning at the neighbourhood level to identify ways to improve the built environment for better mobility, access to goods, services, open space, employment and opportunities to increase the assortment of housing form.

New areas identified for development will be planned in a manner that provides for neighbourhood services within walking distance of where people live. This will be achieved through quality urban design, Complete Street planning, active transportation, and a mixture of housing forms, at densities that can support neighbourhood commercial services.

The City's goal is to increase the number of people who live and work within the city and to "re-capture" those individuals and families who have moved to suburban locations outside the city. This will be accomplished by improving the quality of residential areas and their accessibility to goods and services through mixed-use, pedestrian-friendly commercial centres. The aim is to reduce traffic congestion, support transit, and improve quality of life in the city.

Sustainable communities have a range of housing choice so that people of all ages, abilities and incomes can find quality, affordable shelter. While the range of housing choices is expanding, further steps are required to address issues of affordability. By encouraging housing and employment opportunities in close proximity, the City will encourage higher density, mixed-use development in areas identified for intensification along transit corridors.

Increasing the supply of affordable housing over the planning period is an important goal for the City. Policies have been developed to require new residential and mixed-use developments to include a variety of housing forms that are affordable to people with a range of incomes.

A Strong, Diversified Economy

Economic Roadmap 2021 identifies five goals for economic development over the next decade. These include:

- A location of choice for business investment;
- A magnetic and desirable city for newcomers and young professionals;
- A global leader in ocean technology and a global centre for offshore energy expertise;
- A destination of choice for people seeking authentic visitor experiences; and
- A leading Canadian artistic metropolis.

The goals, objectives and policies of the Municipal Plan are consistent with and support the goals of the Economic Roadmap.

The City will maintain and build on its success as a major employment centre within the province and the region. Through the provisions of this Plan, Council will encourage continued opportunities for businesses of all types, including industrial, retail, warehousing, office and service employment uses.

The City recognizes the economic importance of supporting the offshore oil and gas sectors and development of ocean technology, along with the need for industrial lands and office space to support these uses. Office buildings will be encouraged in key development nodes, located along major transportation corridors. Industrial uses will be encouraged in areas surrounding the airport, the port and along the Outer Ring Road/Trans-Canada Highway, which form part of a regional network in the movement of goods.

The Downtown will remain an important employment and retail centre. The City recognizes the importance of preserving the historic character of the downtown and the contribution that it makes to the local economy through tourism and the arts. Through urban design, the City will determine the appropriate size, scale and location of new development that can be accommodated within the historic downtown, in order to increase opportunities for new development, and re-use existing structures to accommodate a mix of retail, service, office and residential uses.

C.A. Pippy Park, established as a land bank and nature park, includes the City's major institutions. Memorial University of Newfoundland is a significant contributor to the local economy as a major employer and purchaser of goods and services, along with its

ability to attract significant investment in research and development, and through its outreach activities and contribution to local arts and culture, further enrich the local community. Together with the Health Sciences Centre and Provincial Government buildings (including Confederation Building), these uses create a major regional employment centre. The City will continue to support this important area by working to ensure that it is well connected to residential neighbourhoods, retail and recreation opportunities, and accessible by multiple modes of transportation.

Urban Design

The ability to achieve intensification and redevelopment that encompasses a mix of land uses within the built-up areas of the city requires high quality urban design.

The City will use Secondary Plans for identified Planning Areas, and work with citizens to develop a community vision and specific guidelines to support the local development of attractive multi-use buildings, pedestrian-friendly streets, parks, trails and public spaces.

Areas identified for intensification in the city will be characterized by compact development that provides a variety of opportunities for working, living, and enjoying the local culture and recreation. Quality public spaces and pedestrian-friendly streetscapes will provide additional amenities. Care will be taken with the design of new buildings to provide appropriate buffers and design solutions to minimize the impact on adjoining established residential neighbourhoods. Opportunities for new retail and services will be provided for in areas identified for intensification.

In new neighbourhoods, development will be planned around the parks and open space network, with an emphasis on compact, walkable residential neighbourhoods, with a mix of uses and employment areas along primary transportation corridors.

The city's Heritage Area (including the Ecclesiastical District set out by the Historic Sites and Monuments Board) will continue to be protected under the new St. John's Heritage By-law. Residential districts in the downtown will be preserved to retain the blocks of row housing, streetscapes, laneways and public spaces that are unique to the city. Urban design guidelines will be prepared for commercial areas in the downtown, addressing such things as site specific parameters for height, bulk and form of buildings, as well as exterior design elements.

Investment in Transportation and Services

Since the 1970s when the regional road network was established, it has facilitated outward growth in the region. Today, that growth has placed pressure on regional roads and city streets. The City will work with the Province and the region's municipalities to review the regional network and develop a transportation plan to address regional transportation issues.

The St. John's International Airport is a critical piece of transportation infrastructure for both the city and the province. The City will work with the Airport Authority to ensure land use and development around the airport will not negatively impact operations, so the airport can continue to provide service for the movement of people and goods to, from, and within the province.

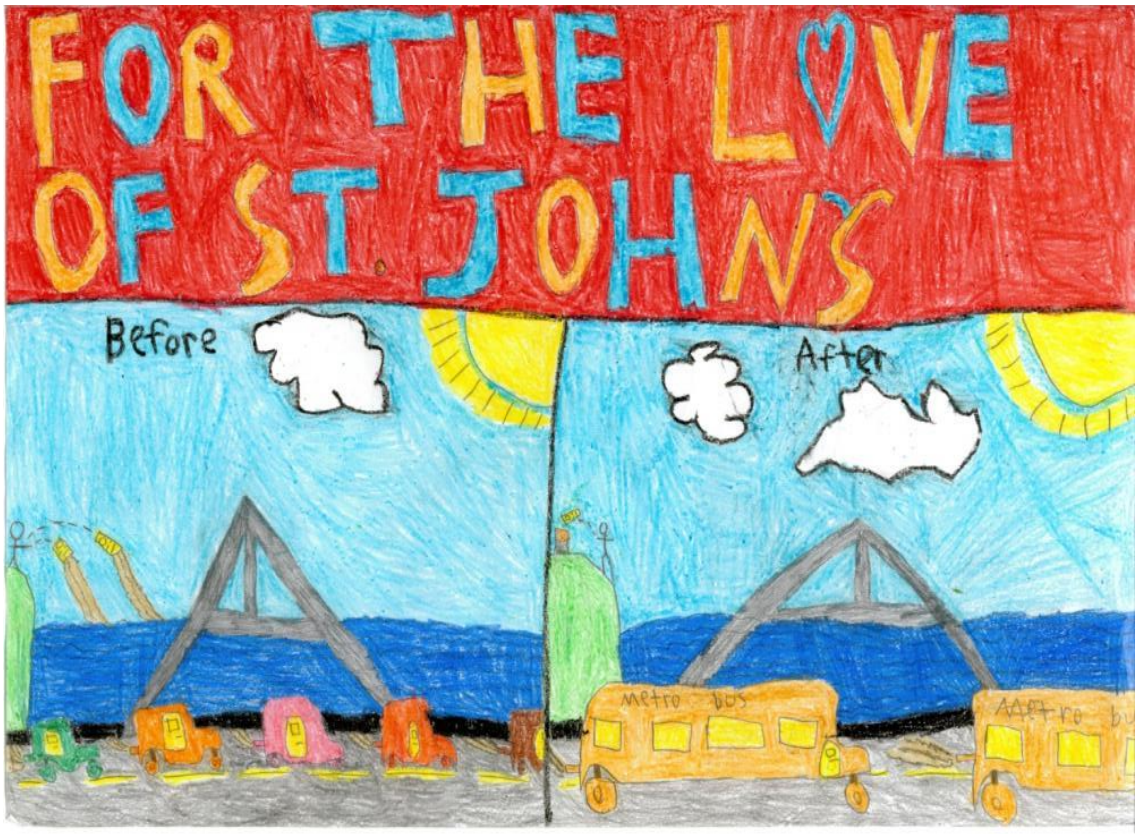
The Port of St. John's also plays an important role in the city's transportation infrastructure, particularly as a gateway for the movement of goods to and from the province. Ensuring that the Port continues to have convenient access to the regional road network is a priority.

Great streets make great communities. Complete streets are for everyone and are designed and operated to enable safe use and access for all users; automobiles, pedestrians, cyclists and transit. The City will work towards improving the city street network to incorporate Complete Street guidelines where major retrofits or new construction is underway.

Within the city, investment in transportation and transit infrastructure will be directed to nodes and corridors targeted for intensification. In these areas, planning will emphasize complete streets that are walkable, safe, provide pedestrian access with adjoining neighbourhoods, cycling routes, and transit routes. New development areas will also be designed with these key initiatives. In the downtown, improved transit service and other transportation demand management (TDM) techniques will be considered as a way to reduce the demand for downtown parking.

Over the next decade, the City will concentrate on upgrading and replacing aging municipal infrastructure. This will include improving the water distribution system to reduce leakages, upgrades to water treatment plants, the upgrading and where necessary the replacement of sewers, and addition of stormwater detention

infrastructure. As infrastructure is upgraded or replaced, the opportunity will be taken to update any affected streets to improve walkability and overall connections.



CHAPTER 3 Environmental Systems

GOAL
To conserve, protect and enhance the City's natural environment – its waterways, wetlands, coastline and forested areas - for their ecological, aesthetic and economic value.

Landforms, watercourses and coastline serve important ecological functions within the city and the broader regional ecosystem. Watersheds such as the Waterford River encompass several municipal jurisdictions, while the rugged coastline provides protection from the sea as well as unique and spectacular scenic vistas. Public consultations for the municipal plan review show that citizens recognize the importance of the natural environment for its amenity, ecological and recreational values, and the contribution that natural areas make to health and quality of life. They also want a greater integration of the natural and built environment, including better connectivity and access to natural areas through pedestrian trails, parks and green space.

Over the years, the City has worked to identify and protect important waterways, wetlands and natural areas, which support healthy populations of fish, birds and mammals. Since Hurricane Igor in 2010, considerable effort has been spent studying the hydrology of the city's watersheds and major river systems, and their capacity to safely accommodate stormwater runoff. As climate change may bring more intense storm systems, protecting the city's river systems for their hydrologic function becomes even more important.

Forested lands within the city provide wildlife habitat, amenity space and opportunities for recreation and resource use. Forest management in rural areas and within the built-up areas of the city are recognized as an important component of a healthy urban environment. A healthy urban forest is also more resilient to the effects of climate change.

Throughout the region there is a growing recognition for measures that manage surface water and groundwater resources. Such measures are needed to protect the quality and

quantity of potable water in both surface and groundwater supplies, and to reduce pollution and sedimentation that is carried by stormwater runoff.

Strategic Objectives:

- Protect the public water supply watersheds to ensure a safe, clean and reliable source of drinking water.
- Protect the hydrologic functions of waterways and wetlands as a critical component of the city's stormwater management system.
- Establish a city-wide parks and open space system that protects and enhances natural heritage, hydrologic functions, biodiversity and visual amenity.
- Improve the city's urban forest through best management practices
- Incorporate green infrastructure in public spaces and private developments to address climate change impacts.
- Manage development to reduce risk in hazard areas.

3.1 Protecting Natural Areas

Environmentally Valuable Areas

1. Identify, protect, maintain, and enhance important elements or features of the natural environment including:
   - Lands and waters to support natural resources (fish stocks, vegetation, woodlands, or other valuable flora and fauna);
   - Ecologically vulnerable lands and waters (coastal areas, riparian lands, lakes, and wetlands);
   - Physically unstable lands (steep slopes, areas of high relief, and/or unstable soil, and areas susceptible to flooding);
   - Valuable landscape features (valleys, hills, and ridges, groups of trees, bodies of water);
   - Lands required for storm water management; and
   - Other lands or waters considered environmentally significant by Council.

2. Protect environmentally valuable areas as identified under the St. John's Development Regulations (Z-2 EVA Map) that include significant ponds and wetlands, significant rivers and their tributaries and the protected public water supply areas.

   Lundrigan's Marsh, identified as an Environmentally Valuable Area, is delineated as a Management Unit under a Municipal Stewardship Agreement signed with the Province in 2004. This agreement designates Lundrigan's Marsh for conservation in terms of its wetland and wildlife values. Further management and enhancement

options have been outlined in an associated Habitat Conservation Plan seeking to ensure these values of the wetland are not lost.

3. Any development proposed for the area delineated as Lundrigan's Marsh shall be referred to the Wildlife Division of the Department of Fisheries, Forestry and Agriculture, for review prior to development approval.

4. Consider additional environmentally valuable areas for inclusion in a Municipal Stewardship Agreement and delineated as future Management Units in conjunction with the Wildlife Division of the Department of Fisheries, Forestry and Agriculture.

5. Undertake appropriate studies to define with more precision the edges of the Goulds wetland complex as identified in the environmentally valuable areas study.

6. Update the Significant Waterways and Wetlands Study (1993).

Open Space System

7. Develop linkages and connections between the St. John's Open Space Master Plan and environmentally valuable areas, natural heritage features, coastlines, parks and other open spaces that shall be protected and preserved.

8. Ensure that recreation usage within the city's open spaces is managed to minimize environmental impacts and preserve ecological integrity.

9. Work with other municipalities to develop a consistent approach for the protection of natural features and areas in the Northeast Avalon in the form of a regional greenway system.

10. Encourage the retention of natural features, including hilltops that are not included as an Environmentally Valuable Area (Z-2 EVA Map) or in the St. John's Open Space Master Plan, and their incorporation into the planning and design of proposed development wherever possible.

The Urban Forest

11. Protect and expand the urban forest in existing city neighbourhoods and integrate it into new neighbourhoods as they are planned and developed, consistent with the City's Urban Forest Plan.

12. Enhance the urban forest through tree planting and landscaping on public lands in urban areas of the city and provide for ongoing monitoring and maintenance.

13. Ensure a healthy forest cover within Protected Water Supply Areas and within the City's Parks and Open Space to preserve fish and wildlife habitat, maintain stream flows and water quality, and provide amenity value to the city.

14. Require quality landscaping in new developments including consideration for the incorporation of street trees.

Forest Areas

15. Support the future sustainability and long-term health of the Province's forest resource industry and consult with the Department of Fisheries, Forestry, and Agriculture prior to development within Forest Management Areas identified in Appendix A, Forest Areas Map (P-9) or for an area zoned for Forestry uses.

3.2 Water Systems

1. Continue to work in cooperation with the Province, regional municipalities, and non-government organizations in the Northeast Avalon Region to:
   - Monitor and implement measures to manage stormwater flows to reduce the impact on water quality in regional waterway systems, particularly those flowing into and out of the city, and
   - Where appropriate, prepare joint watershed management plans to address inter-jurisdictional interests and approaches to planning and land management in identified watersheds.

Stormwater

2. Ensure that new development in the city is planned, designed and constructed in accordance with the City's Policy on Stormwater Detention.

3. Ensure that development sites have adequate erosion and sediment control measures in place to prevent pollution of the city's waterways.

Groundwater

4. Work with the Department of Environment and Climate Change and other municipalities in the region to develop a regional groundwater model that can be used to inform land-use planning decisions to protect groundwater resources.

5. Ensure that private on-site septic systems, where permitted, are designed in accordance with Digital Government and Service NL requirements.

6. Require an assessment of groundwater quantity and quality where development using on-site wells is permitted, in accordance with the Department of Environment and Climate Change "Groundwater Supply Assessment and Reporting Guidelines for Subdivisions Serviced by Individual Private Wells".

3.3 Climate Change

The City recognizes that climate change is occurring. Anticipating and addressing impacts of climate change will become increasingly important over the planning period. Of particular importance is the identification of lands that are susceptible to hazards such as low-lying coastal areas, steep slopes and floodplains. Measures are being taken to address increased stormwater flows by upgrading stormwater detention systems, while other measures will be looked into, in order to increase the city's resilience to climate change.

1. Acknowledge that as more information is gathered on climate change and its potential impact on vulnerable areas within the city, structures and buildings may be required to be located and designed to withstand the risks associated with climate-induced impacts.
2. As mapping and information becomes available the City will revisit consideration for sea level rise and development.

3.4 Hazard Areas

The complex and often rugged topography of the city presents a challenge for new urban development. With rising land values and less available land, development on more marginal sites is proposed. It is important for the City to consider the safety of residents by preventing development in areas where it is not desirable, such as on steep or unstable slopes, in coastal areas vulnerable to storm surges, or in floodplains.

Areas that are subject to periodic flooding are a risk to public safety and can result in considerable damage to property. With predictions of more frequent and intense storms as a result of climate change, preventing development in areas that are subject to flooding is one way to minimize damage, along with natural buffers and the 1:100 year floodplain. These areas can act as separation buffers for developed areas, while forming a part of the city's open space system that can accommodate low intensity uses such as trails and recreational playing fields. Public uses such as utilities, flood control structures, and other public works can also be placed in these areas. Private properties that are located within a floodplain buffer can reasonably accommodate property improvements that include such things as landscaping and fencing.

Hazard Lands

1. Prevent development along coastal cliffs, low lying coastlines, or areas where steep topography make the land unsuitable for development.
2. Where development is proposed in an area identified as a potential hazard, the City may require a site-specific study to determine the level of hazard and acceptable measures to mitigate identified risks.

Lands Adjoining Bodies of Water and Flood Hazard Areas
Development shall be prevented within the 1:100 year floodplain and within the buffer areas surrounding ponds, wetlands, rivers, major tributaries of rivers, or floodplain area, or any flood risk areas identified by the Department of Environment and Climate Change as identified under the St. John's Development Regulations (Z-3 Flood Hazard Areas, Watersheds, Waterways and Wetlands Map).

3. Notwithstanding Policy 3.4.3, passive recreation uses, including pedestrian trails or other open space uses, can occur within required buffers of designated bodies of water, provided the impact and/or extent of such development on the waterbody is determined by Council to be minimal.

4. A Land Use Report shall be required for a proposed development in an Environmentally Valuable Area or within a required buffer around a designated waterbody or floodplain, and where any proposed development is permitted a Conservation Plan shall be required.

3.5 Brownfields

Brownfield properties are vacant or underutilized sites, where past industrial or commercial activity is suspected or has left environmental contamination or derelict buildings behind. These properties represent key opportunities for the city, and encouraging redevelopment of brownfield sites can have numerous economic, environmental and social benefits.

Brownfield redevelopment can eliminate or reduce environmental contamination in the soil or groundwater, increase property tax revenue through new uses, support economic development and encourage community revitalization, among other factors.

1. Facilitate discussion with community groups, property owners and other levels of government and the development industry to identify opportunities for redevelopment of brownfield sites in a manner that is consistent with this Plan and any applicable Secondary Plan.

2. Actively promote and facilitate brownfield redevelopment to add vitality to established communities and the city.

CHAPTER 4 Healthy Neighbourhoods

GOAL
To design complete and interconnected, walkable neighbourhoods with efficient infrastructure, facilities and services, including a range of housing options.

A city that is recognized for the quality of life that its citizens enjoy is a city of well-designed neighbourhoods, in which people have access to local shops and services and quality public spaces. Older, established neighbourhoods have distinct histories, character and form that contribute to the city's overall culture and heritage.

Existing urban areas of St. John's are experiencing changing demographics and rising costs of housing. Here, there are opportunities to address housing need and improve the overall health and vibrancy of neighbourhoods. Such changes can be accomplished by providing a greater mix of uses in underutilized commercial areas, particularly those served by transit, providing a range of housing options, and better pedestrian connectivity. When considering new areas for development, it is important to plan and design neighbourhoods that are less reliant on the automobile.

Policies of this Plan support the strengthening of neighbourhoods by encouraging diversity of housing, investment in infrastructure, parks, open spaces, arts and culture, and the protection of our heritage and archaeological resources.

4.1 Housing

Strategic Objectives:

- Facilitate thoughtfully designed mixed-use development that provides access to various housing options, amenities and employment opportunities in the same neighbourhood.
- Encourage a range of housing options that contribute to community health, sustainable growth and economic security.
- Promote higher density development in and around key transportation corridors to support increased access to housing and transportation options to reduce service and infrastructure costs.
- Identify appropriate areas for future growth and development that take advantage of existing infrastructure and services, which would in turn create financial efficiencies and limit urban sprawl.
- Limit impacts to established neighbourhoods, heritage districts and employment areas.
- Celebrate St. John's unique character by protecting cultural and heritage resources, such as significant landmarks and buildings.
- Create vibrant, well-designed public spaces where people can connect with each other and their community.

Access to adequate and affordable housing is a fundamental component of quality of life in a city. Many factors impact access to housing including price, supply location and access. The housing market and various levels of government play a role in influencing what housing choice exists for people with varying needs and income levels.

The City, along with not-for-profit housing partners and other levels of government, is working to increase the supply of and access to affordable housing. Through this Plan and its implementation, the City will work to produce, protect and promote affordable housing by providing a choice in housing forms, tenures and affordability, to accommodate the needs of current and future residents.

1. Support the implementation of the City of St. John's Affordable Housing Strategy, 2019 - 2028, and its strategies.

2. Enable a range of housing to create diverse neighbourhoods that include a mix of housing forms and tenures, including single, semi-detached, townhousing, medium and higher density and mixed-use residential developments.

3. Promote a broad range of housing choice for all ages, income groups, and family types by supporting the development of housing that is appropriate, accessible and affordable for low-income and moderate-income households.

4. Partner with developers, other levels of government and non-governmental agencies to achieve construction of affordable, “age-friendly” housing.

5. Implement incentives for the provision of affordable housing units in new developments or re-development projects.

6. Identify surplus lands that could be used for affordable housing projects.

7. Work with other agencies and levels of government to identify and plan for the redevelopment of surplus institutional lands.

4.2 Daycare and Senior Services

Seniors are the fastest growing age group within St. John’s. In response to our ageing population, it is important to recognize the need to make communities more age friendly. Age-friendly communities provide services and facilities for people of all ages, creating an inclusive and accessible environment that provides opportunities for health, participation and security in order to enhance quality of life.

The second most recognizable age group within our society is that of children or youth. In today’s society, the care of children is increasingly needed to provide support for working families. The lack of accessible and affordable childcare facilities make it difficult for many parents/guardians to access employment, therefore the provision of this service is important for overall community health.

1. Accommodate daycare services in appropriate locations within residential neighbourhoods and workplace contexts.

2. Accommodate senior services in the form of adult day centres in appropriate locations in residential and mixed-use areas.

3. Personal Care Homes in appropriate residential and mixed-use areas to make neighbourhoods more age-friendly and to allow seniors the ability to “age in place”.

4. Encourage universally accessible design and age-friendly design for all facilities.

4.3 Enhancing Neighbourhood Character

The City is made up of a number of distinct neighbourhoods. A function of their history, landscape, built form and people, these neighbourhoods contribute to our unique city culture and heritage. Over the next decade, additional growth will be encouraged within developed areas of the City through intensification and redevelopment in targeted areas along identified corridors and at key nodes. Such change can affect adjacent established residential neighbourhoods. As a result, attention to urban design will be required so that

development can be achieved in a manner that enhances and adds value to the character of existing neighbourhoods.

1. Recognize the character of existing established low-density residential areas.

2. Ensure that infill development complements the existing character of the area.

3. Encourage a suitable transition in intensity, use and form of development between low-density residential areas and newly proposed medium/high density residential, mixed-use or commercial development, particularly in those areas that have been identified for intensification.

4. Use the planning process for preparing Secondary Plans to engage citizens to define neighbourhood needs and appropriate transition areas.

4.4 Good Neighbours: Reducing Land-Use Conflict

Conflict often arises where a land use or building is proposed next to a residential or open space use, or where a building is proposed that is considered out of scale or character with the form of adjacent buildings. Many different uses and building forms can co-exist, provided proper consideration is given to site and building design, and measures to reduce or eliminate potential land-use conflicts.

1. Ensure that the review of development proposals considers how new development may affect abutting properties and uses.

2. Establish a set of requirements that address compatibility between land uses, buildings and sites, such as shadow impacts on adjacent properties, parks and open space, separation distances, odours, lighting, transportation and noise.

4.5 Access to Healthy Food

A growing interest in food security has led to an interest in small-scale urban agriculture and food activities within the urban area. The City recognizes that urban agriculture contributes to the local economy, improves access to healthy foods and contributes to population health.

1. Support the production of local foods through urban farming, community gardens, and local food sourcing programs.

2. Include provisions for community gardens in public parks and open spaces where appropriate.

3. Through the process of preparing Secondary Plans for Planning Areas, identify sites appropriate for community gardens in or near residential neighbourhoods.

4. Identify appropriate locations for the sale of locally produced agricultural produce in the city, particularly in or near neighbourhoods that have poor access to supermarkets.

4.6 Parks, Recreation and Open Space

Parks and open spaces are integral to the liveability of cities. One of the defining features of St. John's is the availability of, and accessibility to, parks, plazas, open spaces and wilderness areas. The City's open space system includes parks, natural corridors, pathways and trail systems that play an important role in the quality of life, health, transportation and social well-being of residents.

Another aspect of the city's open space system are the various parks that are managed by other levels of government, such as the National Historic Sites at Cape Spear and Signal Hill, and C.A. Pippy Park. The many trailways, such as the Grand Concourse and the East Coast Trail, which have been developed by volunteer organizations, are also part of this system and have been recognized nationally and internationally for their quality.

With the preparation of a Recreation Master Plan, the city has invested in the renewal of existing recreational facilities and parks and the development of new infrastructure. As the city grows outward and looks for opportunities for new growth and intensification, there is also a need to strengthen and expand the system of parks and open spaces. In response, the Open Space Master Plan (2014) was prepared. It provides a framework for the creation of new parks and open space, along with a set of design and maintenance guidelines, implementation strategies, and steps for the infill and expansion of the network across the city.

Parks System

1. Establish and maintain a hierarchy of parks, trails and public open spaces in accordance with the St. John's Open Space Master Plan (2014).

2. Ensure that the open space system is accessible to all citizens and levels of mobility.

3. Protect the basic function of city parks and public open spaces and prevent parkland conversions to other uses.

4. Ensure that plans for new development areas include a hierarchy of parks and public spaces interconnected to adjacent neighbourhoods by pathways and complete streets based on the requirements of the St. John's Open Space Master Plan (2014).

5. Work with regional municipalities to plan and develop a regional system plan of parks, open spaces and pathways.

6. Recognize and protect the city's system of pathways and trails, including the Grand Concourse, the East Coast Trail and the Newfoundland Trailway as part of the City's open space TRrailway system.

Trails and Pathways

7. Ensure that new development supports the trail system, by providing appropriate buffers and, where possible, connections to it.

8. Require, where appropriate that sidewalks, paths and lanes provide access to and from bus stops, schools, places of worship, shopping areas, and places of employment.

Acquisition of Open Space Lands

9. Ensure lands required for public open space are acquired through the development approval process where a proposed development includes lands identified as part of the St. John's Open Space Master Plan (2014) or as open space land for neighbourhood use.

10. Co-ordinate with the Province and the Government of Canada so that municipal parks and facilities complement the activities available at C.A. Pippy Park, Signal Hill National Historic Site, Cape Spear National Historic Site, and other relevant parks and historic sites.

11. Encourage the retention and use of existing privately-owned recreation facilities and open space to supplement municipal parks and facilities.

12. Encourage the shared use of trails, where appropriate, within the City.

Hilltop Protection

13. Encourage new development in a manner that preserves, where practical and desirable, forested hilltops and ridgelines as part of the natural landscape.

4.7 Heritage

The history and heritage of St. John's is significant to the history of the province and the early European settlement of North America. The remains of our early heritage are evident in the patterns of streets and buildings and their orientation to the harbour established in the early settlement of St. John's. Historic institutional buildings such as the churches and the court house, and the blocks of row housing defined by narrow streets, laneways and parks are unique to the city's downtown. This historic fabric,

particularly in the downtown, has resulted in interesting streetscapes that have a high social, cultural and economic value.

Over the years, the City carried out a number of studies that examined ways to preserve the built heritage. Many of these early studies considered how to encourage economic development so historic buildings would continue to be used. Today, different economic pressures, have the potential to change this historic landscape.

Preserving historic buildings maintains a human scale of structure and detail that is not always achieved in new development. Historic districts enhance our perspective, understanding and awareness of the past, and contribute to our sense of identity and pride. Preservation of historic districts provides tremendous economic benefits, stimulating commercial activity through increased tourism activity and spending.

Balancing the desire to retain our built heritage with opportunities for new development in heritage areas has been, and will continue to be, a challenge. Ultimately, heritage resources are a fragile gift from past generations, and are not a renewable resource, therefore we must preserve them for their unique value and the qualities that make St. John's significant for past, present and future generations.

Heritage resources will now be protected under the new St. John's Heritage By-Law, which derives its authority from the City of St. John's Act. This new legislative structure will allow greater authority for the protection of heritage resources.

The following items are used to set up the framework for the new St. John's Heritage By-Law:

1. Identify and designate Heritage Buildings and Heritage Areas that have historic value through the administration of the City's Heritage By-Law, this Municipal Plan and its Development Regulations.

2. Ensure the preservation of the city's built heritage by encouraging appropriate renovations and adaptive reuse of Heritage Buildings and those buildings located in the City's Heritage Areas in keeping with the provisions of the City's Heritage By-Law, this Plan and its Development Regulations.

3. In keeping with the provisions of the City's Heritage By-Law, consult with and seek the advice of the Built Heritage Experts Panel on built heritage matters related to the designation of Heritage Buildings; the expansion, contraction and creation of Heritage Areas; and, the recognition of Heritage Districts as well as Commemorative Buildings and Sites.

4. Maintain a list of Heritage Buildings, Heritage Areas, Heritage Districts as well as Ceremonial Buildings and Sites that have historic and/or architectural significance, including those that are unique, rare, or exceptional, as well as those that represent examples of common or ordinary buildings of historic, cultural or social significance.

5. Identify and consider appropriate heritage uses for designated Heritage Buildings as a means of encouraging their preservation.

6. Ensure that exterior renovations or alternations to designated Heritage Buildings retain the building's character-defining elements and their significant architectural or historical physical features in accordance with the City's Heritage By-Law.

7. Encourage the use of alternative standards of the National Building Code of Canada and other related codes and regulations to permit the maximum conservation of a Heritage Building while still ensuring the health and safety of the occupants and the public.

8. Ensure that new developments within the City's Heritage Areas are compatible and in keeping with the streetscape in accordance with the City's Heritage By-Law.

9. Develop detailed urban design guidelines to help facilitate new development proposals through the City's Heritage By-Law review process.

10. Designate new Heritage Areas through the City's Heritage By-Law to ensure that development proposals are compatible and in keeping with the area's built heritage and their historic spatial relationships. Areas worthy of special recognition as Heritage

Areas include, but are not limited to:

- The Battery Development Area
- Quidi Vidi Village
- Fort Amherst
- George Street Entertainment Area
- Churchill Park (the post-war northern suburb)

11. Continue to recognize special places within Heritage Areas by identifying them as Historic Districts through the City's Heritage By-Law. Areas worthy of special recognition as Heritage Districts, include the following National Historic Sites of Canada:

    - Rennie's Mill Road Historic District;
    - Water Street Historic District;
    - St. John's Ecclesiastical District;
    - Cape Spear Lighthouse; and
    - Signal Hill

12. Encourage local utility companies to place equipment and devices in locations that do not detract from the visual character or integrity of heritage resources in the Heritage Areas.

4.8 Historic Resources

The City recognizes the potential for the disturbance and discovery of historic resources as lands are developed or public works undertaken. Under the provincial *Historic Resources Act*, a historic resource is a work of nature or of humans that is primarily of value for its archaeological, prehistoric, historic, cultural, natural, scientific or aesthetic interest, including an archaeological, prehistoric, historic or natural site, structure or object. A study prepared for the City identified areas where historic resources are likely to be found, including areas in the downtown, around the harbour, along the coastline, in and around Quidi Vidi Village, the cemeteries and older burial grounds of the city.

Consider, in the review of proposals for development, the potential for discovery and disturbance of historic resources in areas identified in the document entitled "Submerged History: Archaeological Master Plan for the City of St. John's", Gerald Penney Associates Limited (December 2009) and identified in the St. John's Development Regulations (Z-5 Archaeological Areas Map).

1. Require developers, in accordance with recommendations of the Archaeological Master Plan, to implement a means of commemorating or interpreting the past use of a property where significant archaeological resources are uncovered which must be removed from the site.

2. Work with the Department of Tourism, Culture, Arts and Recreation to ensure that historic resources within the City are managed in accordance with the *Provincial Historic Resources Act.* Update the City's Archaeological Master Plan (2006) to ensure that archaeological investigation be undertaken subject to the most recent data and information available.

CHAPTER 5 A Strong Economy

GOAL
Continue to strengthen the City's role as the centre for commerce and employment in the region and the province in a manner consistent with the strategic directions in the Economic Roadmap.

Over the past decade, St. John's has been energized as a hub of economic activity, fuelled by offshore petroleum and other natural resource industries. Although the economy has started to cool, the last few years saw significant public and private investments, high levels of personal disposable income, low unemployment rates, and opportunities for new business development. All this, combined with the fact that the City is a safe and caring place, has made St. John's a very attractive place to live, visit and do business.

The City developed an Economic Roadmap, which recognizes that business and investment activity bring employment, opportunities, innovation and development. Retaining and nurturing business is key to generating long-term, predictable economic activity.

To ensure economic prosperity over the long term is to foster and retain a diversified economy that consists of a mix of local, regional, national and even international businesses, as well as a diversity of business types and sizes. Ensuring sufficient lands are identified to accommodate the various sectors, while encouraging mixed-use neighbourhoods, and supporting the growth of home-based businesses will help to achieve overall economic growth.

The policies of this Plan support the goals and objectives of the City's Economic Roadmap.

Strategic Objectives

- Accommodate a balanced and diverse range of opportunities for commerce.
- Ensure adequate land and land infrastructure is available for economic growth and development
- Facilitate redevelopment of vacant sites and building renovations in the downtown to support its continuation as the City's central business district.
- Ensure that the employment centres within C.A.Pippy Park – the University, the Health Sciences Centre, Confederation Building – are serviced by an efficient, multimodal transportation network, which connects to quality residential neighbourhoods, surrounding retail and recreation opportunities.

5.1 Economic Diversification

1. Promote economic development and competitiveness by providing an appropriate supply of lands for commercial and institutional uses, along with the necessary infrastructure to support such development.

2. Promote economic growth in order to maintain the City's tax base and provide a variety of employment opportunities for the city's residents.

3. Recognize the importance of industrial lands, such as manufacturing, warehousing and processing, as contributors to a diverse economy, and ensure an appropriate supply of lands and required infrastructure is available to support such uses.

4. Identify lands for industry where there is direct and convenient access to the regional transportation network, such as a highway, the port or the airport.

5. Encourage retail, service and office uses in designated commercial areas and areas identified for intensification.

Protecting Lands for Commerce

6. Ensure that lands designated for future industrial and commercial uses shall not be considered for conversion to non-industrial or non-commercial uses except where:
   - There is a demonstrated need for the conversion;
   - There is existing or planned infrastructure to accommodate the proposed conversion;

- The lands will not be required over the long term for the industrial and commercial uses for which they were designated; and
- An amendment to this Plan is made to accommodate the conversion.

5.2 The Port

1. Recognize the importance of the Port of St. John's as a marine industrial area and support its continuation as a working port within the city.

2. Work with the St. John's Port Authority to facilitate the continued operation of the Port catering to the fishery, offshore oil and gas industry, the movement of goods through the container terminal, ship repair facilities, Coast Guard operations and a growing volume of cruise ship and recreational boating traffic.

3. Ensure that land use bordering land owned by the St. John's Port Authority is planned and developed in a manner that is compatible with a working harbour environment.

4. Support the functioning of the Port through access to municipal services and connections to the regional transportation network and work with the St. John's Port Authority to ensure that access to and egress from the port are protected.

5. Support continued expansion of the cruise ship industry by working with the St. John's Port Authority to continue to improve infrastructure, facilities and services.

5.3 Institutions

Memorial University is a significant contributor to the local economy, as both a major employer and purchaser of goods and services. The University attracts significant investment in research, engages in outreach activities, fosters innovation and the creation of new business, and enriches the community through its contribution to arts and culture. The College of the North Atlantic is also a significant employer and contributor to the local economy and knowledge base. These and other institutions such as Confederation Building and the Health Sciences Centre are located in C.A. Pippy Park, an area established by the Province as a land bank for institutional uses, along with a recreational and wilderness park.

Institutional changes continue to occur within the city. Closures or planned closures of public schools and hospitals, along with relocation or consolidation of government buildings, has created multiple opportunities for a number of sites to be redeveloped. Left vacant, they represent lost opportunities and "dead zones" for the neighbourhoods that surround them.

1. Work with the Province, University, colleges, and the C.A. Pippy Park Commission and the Eastern Regional Health Authority to ensure the continued success of these

institutions within C.A. Pippy Park by providing efficient public transit, safe streets, pedestrian and cycling networks, and the provision of additional opportunities for housing, retail and services near these institutions.

2. Actively plan for and engage the Province on the future redevelopment of former hospitals, decommissioned public schools and other similar sites within the city that would allow for the creation of mixed-use developments, including public open space.

5.4 Retail

The City has a range of retail that include the Avalon and Village Shopping Malls and the downtown along with several big box developments. Smaller retail clusters consisting of low rise commercial buildings, along with larger anchor stores, like that of supermarkets, are located along main thoroughfares. Some of city's retail sites have underutilized or vacant space, typically large parking lots, and are located adjacent to residential neighbourhoods.

Opportunities exist to revitalize these underutilized areas, by encouraging redevelopment with a mix of residential, office and supporting retail and personal services uses, similar to the Churchill Square neighbourhood. Older neighbourhoods in the city have retail and service uses integrated into the established urban fabric. Public consultations on the Municipal Plan indicate that residents want access to local retail and service uses closer to where they live and particularly within walking distance.

1. Provide for a greater mix and integration of new retail and service uses in commercial areas.

2. Encourage redevelopment of underutilized single-use, single-storey retail and service sites, particularly in areas identified for intensification.

3. Encourage redevelopment of retail shopping centres into multi-use commercial areas that accommodate complementary retail, service and office uses, and higher story residential developments.

5.5 Tourism

Tourism makes a significant contribution to the city's economy, providing various business opportunities and employment. St. John's is a major tourist destination, and is promoted as providing "authentic" visitor experiences. A key piece of this experience is the vibrant cultural heritage of the city within the context of a unique built heritage, particularly in the downtown.

1. Protect and enhance the city's cultural and built heritage resources, particularly in the downtown, as assets that are critical to the continued success and future growth of the tourism sector.

2. Continue to implement recommendations of the downtown St. John's Strategy for Economic Development and Heritage Preservation (2001).

3. Recognize and support the arts as a key component and contributor to the success of the tourism industry.

4. Ensure that St. John's has the infrastructure, amenities and products necessary to enhance the visitor experience and support the continued development of tourism.

5.6 Agribusiness

The St. John's Agriculture Development Area (ADA), established and regulated by the Land Development Advisory Authority (LDAA) within Agrifoods, Department of Fisheries, Forestry and Agriculture protect agricultural lands in the Northeast Avalon, and supports a thriving agricultural industry that provides local food and employment opportunities.

1. Support the continued growth of the agriculture industry within the city by recognizing and supporting the provincially designated St. John's Agriculture Development Area (ADA), and designate and zone lands in accordance with the ADA regulations and guidelines as identified in Appendix A, P-8 (St. John's Agricultural Development Area Map).

2. Promote efficient operations and economic viability of farming activities by encouraging such uses and activities that support agricultural businesses like that of farm markets, small-scale local food processing and agri-tourism, while promoting the use of best management practices to ensure a high level of land stewardship and environmental protection.

CHAPTER 6 Urban Design

GOAL
Improve quality of life through excellence in urban design of buildings, streets, neighbourhoods and public spaces throughout the City.

Citizens and organizations consulted as part of the review of this Plan called for measures that will result in greater comfort and walkability, the preservation of natural areas, scenic views and other cultural features, and buildings designed to fit appropriately into the urban and rural landscape, including more mixed-use areas. These measures speak to a desire for improved design in our downtown, commercial areas, neighbourhoods, and all other areas of the city.

Good urban design is about making connections between people and places, movement and urban form, nature and the built environment. It is about place-making, incorporating environmental stewardship, social equity and economic viability into the creation of places with distinct beauty and identity.

While principles of good urban design can be applied throughout the city, it will be of particular importance in areas that are identified for future intensification. Urban design is also needed in the downtown, where there is a desire to preserve heritage assets, while encouraging and accommodating new development.

Strategic Objectives

- Maintain the city's unique heritage and character with a particular emphasis on downtown, by balancing preservation of existing heritage structures and streetscapes with new appropriate development.
- Incorporate a complete streets approach in the design and retrofit of city streets.
- Develop urban design guidelines for areas identified for intensification and the downtown.
- Ensure a high quality of design in areas identified for future urban growth.
- Utilize green infrastructure to enhance the quality of public spaces throughout the City.
- Increase safety and security in the City by incorporating principles for crime prevention through environmental design.

6.1 General

1. Make St. John's a more beautiful city with a commitment to excellence in urban design appropriate to the context of the city and existing character of the neighbourhood.

2. Develop comprehensive urban design guidelines for new development, redevelopment, streetscape improvements, built form, height and massing of buildings, and parks and open space that is consistent with the objectives and policies of this Plan.

3. Promote and recognize creativity, innovation and sustainability in architecture, landscape architecture, and site and neighbourhood design.

Built Form

4. Ensure that ground and lower levels of buildings contribute positively to the public realm and streetscape, and are designed at a pedestrian scale.

5. Require that new development and redevelopment of existing sites be integrated into the surrounding neighbourhood.

6. Ensure that tall buildings are designed and sited to:

    - Contribute positively to the skyline of the city;
    - Designed with a pedestrian scale at the base and a prominent roofline;
    - Be integrated with adjacent areas by stepping down to lower-scale buildings and neighbourhoods;

- Consider the shadow impacts on adjacent residential areas, streets and open spaces; and
- Increase safety and security by incorporating principles for Crime Prevention Through Environmental Design (CPTED).

Public Realm

7. Encourage new developments and redevelopment that contribute to the public realm through architectural design, particularly in areas of heavy pedestrian traffic such as commercial areas, intensification areas and the downtown, and provide connections designed to encourage pedestrian and cycling activity.

6.2 Secondary Plans

Secondary plans are used to engage detailed planning and analysis at the neighbourhood level, within the broader framework of the Municipal Plan. During public consultations, citizens expressed an interest in being able to discuss decisions that affect their neighbourhoods and a need for more planning at the local level. The city's various Planning Areas are identified in Appendix A, - Map P-2 (Planning Areas Map). It is Council's intention to place greater emphasis on reviewing and preparing Secondary Plans, and to use these as a way to refine those areas identified for intensification.

Intensification Areas as shown in Appendix A, Map P-3 (Intensification Areas Map), have been identified as having potential for future redevelopment and intensification for a mix of commercial, residential and other uses. These areas are typically commercial areas located on transit-serviced roadways that are characterized by vacant and underutilized sites, including large parking areas.

Planning Areas

1. Undertake the preparation of updating or creating Secondary Plans for Planning Areas as shown in Appendix A, - Map P-2 (Planning Areas Map) to form part of, and be read with the Municipal Plan.

2. Where areas for Intensification as shown in Appendix A, Map P-3 (Intensification Areas Map) have been identified in a Planning Area, Secondary Plans shall be required to address ways to achieve intensification, consistent with the policies of this Plan including:
   - Defining specific boundaries of the areas targeted for intensification;
   - Design and height requirements; and
   - Appropriate zoning to facilitate intensification objectives and uses.

Intensification Areas

3. Encourage redevelopment of Intensification Areas to achieve a mix of commercial, residential, and service uses, along with increased density and high quality public spaces.

4. Develop new parking standards to encourage the development of complementary uses within the same building as a way to reduce the number of required parking spaces, which lead to better overall site design.

5. Encourage an appropriate transition of building scale between developments in areas identified for intensification and adjacent residential neighbourhoods.

6. Create new design guidelines for site layout, vehicular circulation and loading zones in order to reduce or improve the appearance of parking lots along the street, and to minimize the impact of vehicles on the pedestrian realm.

6.3 Development in the Downtown

The downtown St. John's Strategy for Economic Development and Heritage Preservation that was prepared in 2001, sets out a vision for the downtown:

- An internationally recognized, historic port city in which residents, businesses and visitors are welcome;
- Desirable residential neighbourhoods, with fully rehabilitated housing stock, looking as attractive as its original builders intended;
- An unforgettable commercial core featuring authentic, traditional buildings, well conserved and rehabilitated, which create a highly competitive retail sector along Water and Duckworth Streets;
- A desirable office/commercial location, with a solid supply of Class A and Class B office space to meet the needs and expectations of the corporate community;
- Low-rise buildings which do not obstruct the irreplaceable views of the Harbour;
- A vibrant entertainment area centered on George Street;
- A revitalized, pedestrian-friendly harbourfront; and
- A "people place" which forms the soul of the city.

Over two decades later, this vision is still valid and the downtown is recognized as a significant defining feature of the city in regards to built heritage, unique residential neighbourhoods, culture, the arts, tourism, and a centre for employment and commerce.

1. Recognize and protect established downtown residential neighbourhoods through the retention of housing stock or consideration of moderate intensification in a form that respects the scale and character of the neighbourhood.

2. Develop detailed urban design guidelines for the downtown that address built form, the height and bulk of buildings and their relationship to the street and to each other,

the design of public spaces, and the provision of parking and transit facilities, while consideration may be given to developing building design standards for specific sites or blocks.

3. Encourage development of mixed-use buildings in the downtown that contribute to the downtown as a “people place.”

6.4 Building Height

Some of the most contentious issues in the city involve the height of buildings, particularly in the downtown. The city’s built form consists largely of low-rise buildings, while taller buildings such as office towers, hotels and a range of institutional buildings are dispersed throughout the city.

In the downtown, many studies conducted over the years have recommended that building height be limited to four (4) storeys to retain the historic character of the downtown, as well as views of the Narrows, Signal Hill and the Harbour from various public vantage points. In other areas, concerns about increasing the height and bulk of buildings revolves around the effect on privacy and shadowing on adjoining properties, and generally whether taller buildings “fit” into the landscape.

1. The height of buildings within the city shall be dealt with in the following manner:
    a. **Low-Density Residential Neighbourhoods** – the heights of buildings are representative of existing dwellings within a particular area. New development shall be assessed to ensure that new dwellings are compatible with the neighbourhood in terms of form, height and setback.
    b. **Areas identified for Intensification** – In areas identified for future intensification through redevelopment of vacant or underutilized sites, the height of buildings may be greater, but still compatible with the existing built form.

       The design of buildings must account for appropriate height, separation distance, lighting and other privacy requirements. Where development in commercial, mixed-use, or high density residential zones is proposed next to existing residential neighbourhoods, the City will develop urban design guidelines to set out how this can be achieved uses. Secondary Plans will be used to define the transition areas between residential neighbourhoods and higher density, mixed-use areas.
    c. **Commercial and Industrial Areas** – Building height in major commercial areas outside the downtown, including industrial parks and commercial land use districts along major roads such as Kenmount Road, can be greater than those that currently exist. In areas around the St. John’s International Airport, particularly along flight paths, building height will be limited to that necessary for airport operations safety set out by Transport Canada.

d. **The Downtown** – The downtown will be treated as two distinct areas: east and west. Adelaide Street will be the boundary for delineating height in the downtown.

   The objective for the east end of Downtown (east of Adelaide Street) is to retain the existing urban form and human scale along the commercial corridors of Duckworth and Water Street, while allowing some additional height. Additional height may be considered subject to the appropriate provision of building orientation, stepbacks, public space and parking standards. The existing scale of buildings along the streetscape, along with the area's cultural and architectural significance and heritage requirements, will guide overall building design and will help with determining the appropriate scale and scope of new buildings and redevelopment.

   In the west end of Downtown (west of Adelaide Street), greater building height will be considered. The area's lower elevation reduces the visual impact of taller buildings on the cityscape and surrounding properties, while the close proximity to Pitts Memorial Drive is also key, as this main road brings large volumes of traffic in and out of the downtown daily. Height shall be subject to heritage requirements, the appropriate building orientation, stepbacks, public space and parking standards.

e. **Downtown residential neighbourhoods** – The unique form of downtown residential neighbourhoods shall be retained, including the historic block pattern of residential row, townhouse and single detached dwellings surrounding the resulting internal courtyards. Building height will be consistent with the existing built form and applicable heritage regulations.

f. **Battery Area** – Building height is established in accordance with the Battery Development Guidelines Study, and will be reflected in the St. John's Envision Development Regulations.

g. **Areas outside the Downtown** – In areas bordering the downtown along LeMarchant Road to the west of Harvey Road, building height can be increased subject to the Intensification Area policy. Increased building height will also be encouraged in developing areas, such as Pleasantville and areas identified for urban expansion, in accordance with approved comprehensive development plans.

h. **Rural Areas** – In rural areas, building height will be considered in the development review process. Development should be compatible with surrounding uses and the landscape by not extending above scenic ridgelines.

i. **Building Height - General** – It is recognized that proposals for buildings that exceed the existing Zone Height may be received for development outside areas described above. In considering such proposals, Council shall take into account whether the building and the proposed use advances the goals and objectives of this Plan and contributes positively to the surroundings.

6.5 Separation Buffers

Good design incorporates the use of measures to provide a separation or screen between potentially conflicting uses. Buffers can be used to visually screen uses from each other, and reduce impacts from height, exterior lighting, noise, odours and so on.

1. Establish standards for buffers, screening, landscaping and noise attenuation features that may be required as part of a development proposal and are the responsibility of the property owner to maintain.

6.6 Art and the City

The arts community in St. John's contributes significantly to the culture and economy of the city and enriches the lives of citizens through visual and performing arts. Through its Municipal Arts Plan and Art Procurement Program, the City supports the arts community as well as individual artists.

1. Integrate works of art within the public realm, particularly when designing new public buildings, infrastructure and public spaces.

2. Encourage the incorporation of public art into the design and construction of private developments.

3. Encourage the incorporation of features that can accommodate use by the visual and performing arts when designing or redeveloping public spaces.

6.7 Signage and Wayfinding

Signage is an important but often overlooked aspect of cities. It helps us find our way around and locate products and services. It can enhance the visual quality of a city and our experience within. It is important for the city to manage signage to ensure that it does not create sign clutter or safety hazards for motorists.

1. Ensure that signage is designed, constructed and placed in a manner that enhances wayfinding, safety, and the overall visual appearance of the city.

2. Retain signage-free green corridors along Columbus Drive and major roadways where speed limits exceed 70km/hour.

3. Integrate pedestrian way finding signage through key areas of the city and along trails.

CHAPTER 7 Transportation and Infrastructure

GOAL
Support growth and development in the City through an efficient and effective transportation network and investment in municipal infrastructure.

The provision of infrastructure is a key consideration in city planning. Municipal infrastructure – transportation networks, water and wastewater systems and treatment plants - are the underlying building blocks that support growth and livability of the city. How these services are planned and developed affects the daily lives of residents, as well as how and where new growth in the city can occur.

Within the city, efforts to integrate transportation planning and land use are needed to support more balanced mobility, while increasing alternative modes of transportation such as walking, cycling, transit and other innovations. The City's objective is to increase mobility options for all users by addressing the imbalance that exists, which emphasizes and accommodates the car. In some contexts this will mean less vehicle access in favour of providing safer, more active and attractive streets.

Today, more and more cities are re-imagining the street as an important component of increasing mobility options. This can be accomplished by creating walkable streets surrounded by higher density, mixed-use development at key nodes along major transportation corridors, and ensuring that neighbourhoods are connected to these areas by the network of local streets, sidewalks, pathways, trails and transit service. The City recognizes the important role that transportation networks play in community building, and that streets are an important component of "place making."

Over the past decade, the City has undertaken a number of measures to improve stormwater management, wastewater collection and treatment throughout the city. Significant upgrades to water treatment plants at Bay Bulls Big Pond, Windsor Lake and Petty Harbour Long Pond have been undertaken, while significant efforts have also been

taken to conserve water, including an analysis of the water distribution system to reduce leaks. Upgrades have been made to increase the capacity of the storm sewer system to accommodate increased flows and to upgrade and maintain older sanitary sewers in the city.

Over the 10-year planning period, the City will focus investment on renewal and maintenance of existing infrastructure. At the same time, monitoring and planning for future needs will also be undertaken, particularly with respect to regional systems.

Strategic Objectives

- Support public transit through higher density development, mixed-use and supportive housing options along main transit corridors.
- Ensure that areas for urban expansion have transit supportive design.
- Update the 1998 St. John's Transportation Study.
- Participate with the region's municipalities to undertake a regional transportation study.
- Facilitate the creation of transportation networks that support and connect neighbourhoods, provide quality options for active transportation, integrate transit, and prioritize user safety.
- Focus infrastructure investment on the upgrading and replacement of aging infrastructure including water (potable water, wastewater, stormwater), recreation and streets.
- Ensure that urban expansion is carried out in a manner that does not add a financial burden to the city.

7.1 Regional Transportation

As the City has grown, so has the city's street network. The regional road network, set out in a plan developed in the 1970s, will be completed with the final segment of the Team Gushue Highway. The regional road network provides convenient access into and out of the city, to the airport, the harbour, and major employment centres. It has also facilitated the growth of communities beyond the city's boundaries. Within the region, travel modes are almost entirely auto-dependent, resulting in increasing traffic volumes on major roadways within the city. Transportation planning at the regional level requires collaboration between the region's municipalities and the Province to address growing regional traffic issues and impacts on the city. Solutions need to focus on moving people, as opposed to vehicles.

1. Work with other regional municipalities and the Province to undertake a Regional Transportation Plan that will:
   - Identify regional traffic patterns;
   - Include a regional traffic model for use in evaluating the impact of proposed developments on regional transportation and city street networks;
   - Evaluate the potential for increasing modal share of transit, walking, cycling and other means of transportation within the region as a means of reducing the reliance on the automobile as the primary mode of travel to, from, and within the City; and
   - Identify necessary improvements in the regional road network.

2. Protected Roads as set out under the Urban and Rural Planning Act, identified in Appendix A, P-4 (Road Classifications), are designated by the Province for the purpose of controlling development within an established building control line, measured perpendicular from the centre line to a distance of 100 metres. An application must be obtained from Digital Government and Service NL prior to any development being permitted within this defined area.

3. Scenic Roads, Appendix A, P-4 (Road Classifications), are designed for traffic and access, but were developed as leisurely routes, where the scenic potential is of a greater value, and any proposed development is subject to the policies of the St. John's Urban Region Regional Plan.

7.2 Transportation Network

The major roadways of the city's transportation network are identified in Appendix A, P-4 (Road Classifications). Over the planning period, emphasis will be placed on developing complete streets, where the emphasis is on the movement of people instead of vehicles, increasing safety for all users, and the creation of attractive streetscapes. Complete streets will be achieved through new street standards for new development, as well as retrofitting existing streets as part of the city's ongoing capital works programs. City streets will be completed by a network of active transportation links and transit service.

1. Revise standards for the development of new streets and rights-of-way, to improve the balance of safety, accessibility, convenience and comfort of all street users. Complete Street guidelines will be incorporated where appropriate.

2. Ensure that lands are acquired through the development approvals process for required street rights-of-way, lands required for features such as intersection widening, transit infrastructure, improved sightlines, or other identified streetscape improvements.

3. Improve the city's transportation network in accordance with a new Transportation Master Plan for St. John's.

4. Encourage development that facilitates the potential for street and pedestrian connectivity. In new residential developments, the use of cul-de-sacs will be discouraged except for locations where there is a demonstrated need for a cul-de-sac to provide land access.

5. Ensure that all transportation infrastructure is open to the public and remains in the public realm wherever possible.

Active Transportation

6. Work with schools, the University, Colleges and private educational institutions to provide alternatives to car travel by improving conditions that encourage students to travel to school on foot, by public transit or by bicycle.

7. Update the City's Cycling Master Plan to identify and implement a network of safe, comfortable and convenient cycling facilities.

8. Create a more pedestrian-friendly environment that is inter-connected by a network of accessible, safe, comfortable and convenient routes.

Parking

9. Establish parking standards that:
    - Address requirements for parking in areas identified for intensification;
    - Permit reduced levels of parking in new mixed-use development projects where shared parking among compatible uses is possible and desirable;
    - Address the design and placement of off-street parking and loading facilities for delivery vehicles; and
    - Include provisions for bicycle parking areas and facilities.

10. Require that the planning and design for parking in large, commercial and mixed-use developments incorporate measures that facilitate the safe movement of pedestrians within and between retail sites, including the provision of appropriately sited facilities to support transit.

11. Encourage design and construction of parking facilities including parking lots and above-grade parking garages or other parking structures that enhance the visual quality of the streetscape and are pedestrian friendly and reflect the human scale.

12. Work with owners of private parking facilities to provide public parking during non-peak hours.

13. Work with Metrobus and major employers in the city's employment centres to develop measures to reduce the demand for all-day commuter parking, particularly in the downtown.

Development

14. Create Transportation Impact Assessment Guidelines for the creation of new transportation infrastructure required to support new development.

15. Require new development to anticipate and implement traffic calming measures consistent with the principles and objectives of the City's Traffic Calming Policy, so that proactive measures can be applied before traffic problems arise.

16. Encourage the design and construction of new streets and the retrofit of existing streets, where appropriate, that incorporates the needs of pedestrians, cyclists, and persons with disabilities to create a transportation network that is accessible, safe, comfortable and convenient for all users.

Intensification Nodes and Corridors

Key nodes and corridors provide focal points for neighbourhoods and connections between different areas of the city. Increased density, a mix of uses and multimodal connectivity establish these areas as vibrant parts of our community.

17. Develop a system of nodes and corridors through the city that will be linked by transit service, active transportation and streets.

7.3 Public Transit

The City recognizes the role that an efficient public transit system contributes to personal mobility and health of residents. Increasing ridership both within, and to and from the city, is one way of reducing the number of personal vehicle trips and the number of vehicles on city streets. Investment in the Metrobus transit system has been made in the development of a new bus depot on Messenger Drive and purchase of additional buses for the fleet.

1. Increase ridership on public transit by the following means:
   - Work closely with Metrobus on transit supportive planning;
   - Improve transit infrastructure to support an efficient and effective transit service;
   - Provide increased development density and a mix of land uses in identified areas along main transportation corridors and nodes;
   - Reduce parking requirements that take advantage of alternate travel modes;
   - Work with the region's municipalities to develop park-and-ride lots in appropriate locations to encourage ride sharing and transit use;
   - Continue to support a regional ParaTransit service; and
   - Support Traffic Demand Management (TDM) policies.

7.4 Airport

The St. John's International Airport is a significant piece of the provincial transportation network, providing for the movement of people and goods to, from and within the province. Over the past decade, the airport has experienced significant growth in air traffic, for both passenger and freight, leading to corresponding improvements to navigational systems, the terminal building and other facilities.

Urban development around the airport has included residential development in the areas of Clovelly and Airport Heights, with commercial and industrial development occurring along Torbay Road and Stavanger Drive, and to the south along Major's Path.

1. Maintain road access from the airport to the regional highway system, the harbour, and other industrial lands to facilitate the movement of goods.

2. Manage land use to reduce conflicts arising from air traffic noise by preventing residential development in accordance with the Noise Exposure Forecast (NEF) contours prepared by Transport Canada, and in accordance with the policies of the St. John's Urban Region Regional Plan.

3. Ensure the height limit of buildings around the airport is in accordance with the requirements of the Airport Authority and Transport Canada for airplane safety.

7.5 Water and Wastewater Servicing

The cost of constructing and maintaining water and wastewater systems within the City is significant. Efficient utilization of the existing system helps to reduce such costs. Ensuring that expansion of such services, particularly to areas identified for urban expansion, occurs in a rational and comprehensive manner, which is not premature, is a priority.

1. Work with the Province and municipalities in the region to:
   - Review the regional water supply to confirm whether existing water supplies are sufficient to meet projected economic growth;
   - Identify additional water sources to meet future needs;
   - Continue to implement the regional water conservation policy; and
   - Reduce leakage from the municipal water distribution systems to further conserve the supply of potable water.

2. Ensure that new development is connected to full municipal water and wastewater services, unless located in a designated un-serviced area with frontage on an existing public road (prior to January 1, 1992).

3. Nothwithstanding Policy 7.5.2, development may occur on the basis of on-site services where:

- Lands are considered infill along an existing publicly maintained street (as of Jan 1, 1992); and
- Government Services approval(s) are obtained.

4. Require that where a new public road is extended or created, full municipal water and sewer services are required.

5. Incorporate an integrated design approach and use of best practices for stormwater management as part of City infrastructure projects.

6. Continue to improve water and wastewater infrastructure to increase capacity of the system to accommodate new serviced development.

7.6 Limit of Servicing

Water and wastewater infrastructure, including stormwater systems were originally designed to accommodate development up to the 190-metre contour elevation. Over the years, the City has undertaken studies to re-assess capacity to accommodate development at higher elevations and to increase capacity of systems where possible. However, some limitations remain.

1. Unless infrastructure improvements as determined by Council to be necessary are carried out, development shall be limited to lands below:
   - The 130 metre contour elevation in the Kilbride area;
   - The 185 metre contour elevation in Airport Heights; and
   - The 190 metre contour elevation in the Kenmount/Southwest Development Area.

7.7 Unserviced Development

The City receives numerous applications each year for development in areas that have no municipal water or sewer services. In several areas, the City has faced significant financial costs where well and septic systems have failed, and municipal water and sewer services had to be extended in order to alleviate health and safety concerns. In order to address these issues and control unlimited unserviced development the following shall apply:

1. Unserviced residential development shall be allowed only on existing properties already zoned as Rural Residential Infill (RRI) or Rural Residential (RR) and no additional lands will be rezoned for residential infill development.

2. Unserviced rural infill development may occur only on public roads existing as of January 1, 1992.

3. No new roads will be permitted for unserviced development, with the exception that a private road that existed as of January 1, 1992, may be accepted as public road subject to conditions set out by the City.

7.8 Goulds Ultimate Service Area

Development in Goulds is limited by capacity in the existing wastewater system. Although the City has invested in upgrades to the system, there is still limited capacity to accommodate new development. The Goulds Ultimate Service Area in Appendix A, P-5 (Goulds Ultimate Service Area), identifies the current service area and lands identified for future urban expansion.

Policies

1. Continue to upgrade and improve capacity of the wastewater system in the Goulds Ultimate Service Area.

2. Support extension of infrastructure into the future service area in a progressive manner, to accommodate fully serviced development within the Goulds Ultimate Service Area.

3. Allow no extension of services outside of the Goulds Ultimate Service Area until existing municipal services have been suitably upgraded.

4. Any development within the Goulds Ultimate Service Area must be developed to full City standards in accordance with the City's Subdivision Development Policy.

5. No development, whether serviced or unserviced shall be permitted outside the Goulds Ultimate Service Area (current and/or future) except for infill development consistent with existing zoning.

7.9 Torbay Road North Commercial Area

Lands identified as the Torbay Road North Commercial Area Appendix A, P-6 (Torbay Road North Commercial Area), have been studied to determine the available capacity of existing services such as transportation, water and sewer services, and stormwater infrastructure. Some limitations exist and as a result, development in this area must be carefully managed.

1. Require that all new development be in accordance with the policies of the Torbay Road North Commercial Area Plan and follow-up Transportation Study, and support required infrastructure upgrades.

2. Ensure that all new development within the Torbay Road North Commercial Area contribute to required infrastructure upgrades in proportion to the demand they place on the network.

7.10 Emergency Services

1. Encourage that new development and redevelopment in St. John's be done in a manner that provides access to emergency services, including the provision of adequate water for fire suppression.

7.11 Telecommunications and Utilities

The provision of utilities and telecommunications infrastructure is important to the city's economy, safety and security.

1. Ensure that telecommunication service and data network providers locate all new infrastructure subject to the City's Siting Protocol for Wireless Facilities.

2. Coordinate with utility providers to identify the location, maintenance and renewal of utilities and services within public rights-of-way.

3. Work with utility providers to ensure appropriate utility design and placement (including underground placement) to minimize the visual impact of utilities, particularly in heritage areas, new residential areas, and areas identified for intensification.

7.12 Small-Scale Wind Turbines

It is recognized that small-scale wind turbines are being used to supplement energy supply for commercial and industrial uses as a means of reducing reliance on fossil fuels.

1. Support the use of alternate energy production by permitting small-scale wind turbine structures in appropriate areas, subject to a Land Use Report.

CHAPTER 8 Land Use Districts

GOAL

To promote a pattern of growth and land use that will encourage orderly, efficient, and environmentally sound development, and create highly desirable, vibrant, walkable neighbourhoods.

8.1 Land Use Districts

The City will continue to manage growth and development by designating lands within the Planning Area into land use districts. Each Land Use District is shown on the Future Land Use Map, Appendix A, - P-1 (Future Land Use), and is linked to policies outlined in this Chapter, which provide guidance regarding permitted uses, building and development form.

The Land Use Districts and policies are organized according to the following categories:

Residential	Rural	Restricted Development
Commercial	Forestry	Urban Expansion
Industrial	Agriculture	Pippy Park
Airport	Watershed	Open Space
Institutional		

Objectives

- To enable land uses to develop in a compatible manner while ensuring sufficient land is made available for future growth.
- To support commerce and industry by providing opportunities for businesses to operate.
- To make provision for future infrastructure servicing as the basic framework around which the city will grow.
- Protect the city's public water supply watersheds to ensure a safe, clean and reliable source of drinking water.

8.2 Interpretation of Land Use Districts

For the purposes of administering this Plan, the Future Land Use Map (Appendix A, P-1) shall be read in conjunction with the goals, objectives and policies outlined in this document.

The boundaries between land use designations as shown on the Future Land Use Map are not intended to be rigid, except where they coincide with physical features (such as roads, rivers, steams). Where boundaries do not coincide with physical features or there is any uncertainty concerning the intended land use designation, the exact determination of the boundaries will be determined by Council or designate.

8.3 General Policies

The following policies shall apply to all Land Use Districts under the Plan.

General

1. The following uses shall be permitted in any Land Use District as enabled by zoning under the Development Regulations:
   - Public works and services;
   - Municipal transportation facilities;
   - Telecommunications and utilities (not including cellular towers)
   - Open space uses, including parklands, walkways, trails and recreation.
   - Buildings or structures that are normally incidental or essential to a permitted use.

2. Unless otherwise identified in this Plan, Council shall establish in the Development Regulations, the standards and conditions for development in each land use zone.

Cemeteries

3. A Land Use Zone shall be established to recognize existing and planned cemeteries within the City, regardless of the Land Use District in which they are located. Standards and requirements for their development and expansion will be set out in the Development Regulations.

Non-Conforming Uses

4. In accordance with the Section 108 of the *Urban and Rural Planning Act (2000)*, the City shall allow a Development or Use of land to continue in a manner that does not conform to the St. John's Municipal Plan and the St. John's Development Regulations provided that:
   - The Non-conforming Use legally existed before the coming into effect of the St. John's Development Regulations 2021;
   - Council may permit the modification or change a Non-conforming Development; and

- Where a Building is damaged or deteriorated, Council may, upon application, approve a permit
- To repair or reconstruct the Building to restore the Non-conforming Use, provided that the
- Building is not damaged and/or deteriorated to an extent of 50 per cent or more of the value of
- The Building. However, where Buildings are primarily zoned and used for residential purposes,
- The value of the damage and/or deterioration of the Building shall not be considered.

Sensitive Sites

5. For sites that are subject to heritage designations or standards, or sites that may be of an environmentally sensitive nature and Council wishes to impose further conditions on development, Development Control Provisions may be considered.

- The creation of Development Control Provisions may be used to enable the creation of a new zone that are site-specific and include specialized standards and requirements that protect the unique characteristics of the site.
- A Land Use Report would be required for the consideration of such Zones.

8.4 Residential Land Use District

The Residential Land Use District applies to established and developing residential neighbourhoods of the city. Residential neighbourhoods should contribute to the maintenance and improvement of quality of life through housing design and variety of form, good subdivision design, effective management of non-residential land use and appropriate infill. Provisions should provide for the development of neighbourhood-supportive commercial uses that are compatible with surrounding residential uses.

The City's pattern of residential development is one of primarily low-rise single detached, semi-detached and townhouse dwellings in the downtown and surrounding older neighbourhoods of Georgestown and Rabittown. It then transitions to a greater proportion of single detached dwellings that characterize post-war neighbourhoods in the Churchill Square area and east and west ends of the City, along with other developing areas of the City.

High density multiple-unit developments are located in areas primarily located along main transportation routes, while lower density multiple-unit developments are mixed throughout the city alongside lower density residential neighbourhoods. A mix of residential densities and housing forms is proposed for both Pleasantville and Galway areas.

Neighbourhoods experience a variety of changes over time, and these transitions, create well-defined neighbourhoods and a varied housing stock. The challenge is to ensure the stability of developed neighbourhoods while recognizing that neighbourhoods evolve to reflect changes in the local population. Accommodating change within neighbourhoods as they evolve requires detailed planning and collaboration with residents at the local level.

The City's goal is to ensure that residential neighbourhoods are inclusive and support people of differing ages, abilities and socio-economic groups. This requires a variety of housing options, public amenities and transportation infrastructure, capable of change as neighbourhoods mature.

Residential Land Use Zones

1. Within the Residential Land Use District, Council shall establish low, medium and high density residential land use zones that consider a variety of residential forms.

Residential Neighbourhoods

2. Recognize and protect established residential areas. Support the retention of existing housing stock, with provision for moderate intensification, in a form that respects the scale and character of the neighbourhood.

3. Support neighbourhood revitalization, redevelopment and residential infill that contributes to the livability and adaptability of established neighbourhoods, is sensitive to existing development and is economically viable for a range of socio-economic groups.

4. Consider the use of small scale businesses within the dwelling which provide services to the local area and where the intensity of the use is reflective of the surround neighbourhood such as services shops, home office, home occupation, day care centres, adult day centres and bed and breakfasts.

5. New development should be complementary to existing adjacent neighbourhoods in scale, form, massing, style and materials, and will incorporate design elements that create a transition between the new and existing development.

6. Apartment Zones shall be permitted within the Residential District outside of Planning Area 1. Their location should be compatible with surrounding uses, ensuring that overall size and scale is sensitive to the surrounding residential neighbourhood.

7. The Residential Downtown, the Apartment Downtown and the Apartment Harvey Road Zones shall be established in the Development Regulations under the Residential Land Use District and shall be considered within Planning Area 1 (Downtown) and adjacent neighbourhoods, which are reflective of existing development patterns, housing stock, lot sizes and step backs. **(2022-12-09)**

8. Support a variety of residential forms in all medium and high-density zones that is reflective of existing demographics and provides housing options for various socio-economic groups.

9. Encourage increased density in residential areas where appropriate, along with an increase in public open space, services and amenities, reflective of increased density levels.

10. Minimize urban sprawl by encouraging integrated developments.

11. Promote the development of infill, rehabilitation, and redevelopment projects, thereby better utilizing existing infrastructure.

12. Encourage the rehabilitation and preservation of existing housing stock in older parts of the City.

13. Subdivision, siting, and landscaping standards shall be used to control noise resulting from traffic, highways, commercial, industrial, and airport activities.

Residential Mini-Home Parks

14. Well planned, residential mini-home park developments may be permitted at the discretion of Council in the Residential Land Use District as an acceptable form of affordable housing, subject to a Land Use Report.

Non-Residential Uses

15. Within the Residential Land Use District, Commercial uses may be considered where:
    - The proposed use is a small scale, commercial use that is compatible with the surrounding residential area,
    - The site is an appropriate zone for Commercial Local and Commercial Local Downtown uses, and
    - The site shall be designed to minimize any effects on adjacent residential areas.

16. Within the Residential District the Industrial Commercial Zone may be considered in the James Lane area and at the Molson Brewery (131 Circular Road). The James Lane area was originally developed in the 1950's as a small light use industrial park,

while the neighbourhood, including the brewery, date back to the 1920's. Any future redevelopment of either site would be encouraged to be that of a residential nature due to surrounding uses.

8.5 Commercial Land Use District

The Commercial Land Use District applies to existing and future areas of commercial development within the City. These commercial uses range from small-scale commercial sites serving residential neighbourhoods, to larger regional centres like the Village and Avalon Malls, and the developing areas of Stavanger Drive, Kelsey Drive and Galway. Smaller concentrations of commercial uses can also be found along the city's main roadways. The downtown is recognized as an important commercial hub, for both the city and the province. Provisions in the commercial district are included to allow the development of residential dwelling units provided they will not hinder or prevent an area from being used for commercial purposes.

The role of the City is to ensure an adequate level of commercial services are provided throughout St. John's, by facilitating appropriate development in new areas, and maintaining the viability of older areas. Retail uses in commercial areas directly serve residential needs, while office uses bring employees from residential districts daily. It is, therefore necessary and desirable to place commercial facilities close to residential neighbourhoods, while minimizing the impact on established neighbourhoods and municipal services.

1. Within the Commercial Land Use District, Council shall establish commercial land use zones that accommodate a wide range of permitted and discretionary uses including retail, restaurants, entertainment and assembly, hotel, office, service shop, clinics, residential, day care centres, schools, place of worship, parking, and light industrial uses, along with other uses which are listed in the corresponding Zones under the Development Regulations.

2. Ancillary and complementary uses that fit into a commercial context with appropriate permitted and discretionary uses set out in the Development Regulations may be considered.

3. Promote the growth of new commercial areas for business and retail opportunities, with the downtown as the primary focus.

4. Designate lands for commercial use in appropriate locations along main roadways, at intersections and in the downtown, to ensure an adequate supply of suitable land is available to accommodate a range of commercial activity and support commerce.

5. Encourage large scale commercial centers and commercial strips to develop into

vibrant, transit-supportive and walkable urban areas and are well designed and landscaped.

6. Provide adequate opportunity for business expansion at appropriate locations throughout the city and assist in the reorganization and redevelopment of older business areas, particularly the downtown.

7. Plan for small local commercial uses that meet the daily needs of residents and are compatible with surrounding uses.

8. Support local food sourcing production by allowing urban agricultural opportunities in the form of Aquaculture, Aquaponics, Horticulture, and Hydroponics in appropriately zoned commercial areas.

Downtown

9. The Commercial Downtown Zones shall be established within the Development Regulations and considered within Planning Area 1 (Downtown), while the Commercial Downtown Zone shall only be considered in the west end (west of Adelaide Street).

10. The downtown is recognized as a special multi-use commercial area that includes residential, institutional, entertainment and public space uses, as well as retail and service uses.

11. Preserve and strengthen the role of the downtown as a major regional employment centre.

12. Support traditional retail shopping streets as centres of community activity, particularly in the downtown by:
    - Creating urban design guidelines;
    - Encouraging good quality development that accounts for type, density and form compatible with the character of the area and adjacent uses;
    - Ensuring pedestrian-friendly street frontages; and
    - Improving and maintaining infrastructure and public amenities such as transit and parking facilities, street furniture and landscaping.

13. Ensure development in the downtown features unique, context sensitive designs and promotes public safety and security.

14. Enhance downtown livability by increasing amenities to support a desirable urban community.

Proposals for Commercial Development

15. Encourage and facilitate redevelopment or expansion of commercial sites in a manner that addresses compatibility with adjoining residential uses and shall be subject to a Land Use Report, where a commercial use is proposed in or adjoining a Residential Land Use District.

Commercial Atlantic Place

16. Recognition of Atlantic Place development at 215 Water Street, where the City shall create a zone that acknowledges use of the existing development.

A.P. Parking Garage

17. Recognition of Atlantic Place Parking Garage at 1 Clift's-Baird's Cove, where the City shall create a zone that acknowledges use of the existing development and other ancillary uses.

Commercial Development within the Heritage Area

18. All commercial development within the defined Heritage Areas, shall be subject to the City's Heritage By-law.

Mixed-use Development

19. Within the City, there are a number of areas where a mix of commercial, residential and other compatible uses currently co-exist, in various built form. It is the City's intention to encourage additional areas of mixed-use development, creating neighbourhoods where commercial functions are combined with housing, office space, community services, arts, entertainment facilities and public open space, particularly in areas identified for intensification and new development, such as Comprehensive Development Areas.

    The concept of mixed-use development helps to build a sense of place within the community. It embraces such concepts as reduced auto dependence, public transit, reduced urban sprawl and better use of infrastructure through higher density development, while allowing for greater flexibility and adaptability of uses when developing projects.

    New Planned Mixed Development Zones follow the same principles as other mixed-use development, while providing a more flexible and creative land use and innovative neighbourhood design. They are creating through the rezoning process in areas designated for future urban expansion, or where large tracts of vacant land are available. They should also allow for redevelopment of existing developed areas if the minimum amount of land can be assembled.

20. Encourage development that accommodates a mixture of uses, various built form and public spaces.

21. Allow Mixed-Use Zones in appropriate areas within Residential and Commercial Districts, along transportation nodes and within areas identified for Intensification.

22. Encourage buildings within a mixed-use zone that are multi-storey, and contain a mix of uses, with commercial, retail and service uses on the ground floor level.

23. Encourage the design and creation of new Planned Mixed Developments through the rezoning process, in areas designated for Urban Expansion or where a minimum of 10 acres of land is available for development.

24. Planned Mixed Developments must be located adjacent to existing development in order to effectively connect to existing infrastructure and near existing or planned transit routes.

8.6 Industrial Land Use District

The City recognizes the importance of industrial areas for economic development and competitiveness, both locally and within the province. The Industrial District provides for a mixture and range of uses that include both 'heavy' and 'light' industrial. Industrial operations and their associated uses can have significant impacts on surrounding land use, therefore, industrial uses must be located with care. As most industrial uses such as manufacturing and warehouses generally accommodate large transport trucks, good access to the regional highway system, marine or air transportation is important.

The Municipal Plan recognizes and accommodates industrial development under a single Land Use District that recognizes and accommodates such things are light industries that are significantly free of hazards and nuisances to adjoining properties, airport and harbour-related activities and other industrial uses that could cause nuisances for adjacent land uses. The Industrial District applies to lands around the harbour and the St. John's International Airport, the Robin Hood Bay Regional Waste Management Facility, O'Leary Industrial Park, Incinerator Road, and Glencrest, along with other existing industrial sites at various locations within the City. Undeveloped land at Freshwater Bay has also been set aside for marine industrial use, as identified under the St. John's Urban Region Regional Plan.

1. Within the Industrial Land Use District, Council shall establish industrial land use zones to accommodate both permitted and discretionary uses that include light and general industry, along with non-industrial ancillary uses that are considered acceptable, as set out in the Development Regulations.

2. Ensure there are sufficient lands available for new industrial areas in appropriate locations, and support existing industrial areas, taking into account good road access, opportunities for growth, and separation from incompatible land uses.

3. Maintain adequate separation distances between industrial uses and incompatible uses by addressing risk, nuisance and other impacts through a Land Use Report where:
    - Lands proposed to be redesignated to the Industrial Land Use District require a Land Use Report;
    - An industrial use is proposed adjoining a Residential Land Use District; or
    - A proposal is received to rezone lands within the Industrial Land Use District to another District.

4. Ensure that acceptable access to the regional highway system is maintained between the airport, the harbour, and other industrial lands within the City.

Industrial Land Use Zones

5. Industrial zones will be established to distinguish between Industrial Commercial which includes such uses that are not particularly intrusive and free of hazards and nuisances, and Industrial, which include such uses as heavy industry, airport and harbour-related activities, and other industrial uses that cause nuisances to adjacent land uses and may allowed subject to a Land Use Report.

Robin Hood Bay Waste Management Area

6. The City will manage land use in the area surrounding the Robin Hood Bay Regional Waste Management Facility, as shown in Appendix A, P-7 (Robin Hood Bay Waste Management Area), in a manner that prevents land use conflicts and ensures its continued operation as a regional waste management facility.

Harbour Development

7. The focus for Industrial lands around the Port of St. John's will be primarily related to marine uses - transportation, the fishery, the supply and servicing of offshore oil and gas industries, marine recreation, tourism and shipping.

8. The special character of the residential areas known as the Battery and Fort Amherst/Southside Road, which are located on opposite sides of the Narrows Planning Area and the entrance to the harbour, shall be protected and enhanced.

Marine Uses at Quidi Vidi Village

9. At the harbourfront in Quidi Vidi Village, traditional marine industry uses such as those associated with the fishery will be encouraged, while other uses, such as those associated with tourism or recreational boating, may also be considered where they

are consistent with the St. John's Development Regulations (Z-7 Quidi Vidi Village Overlay Map).

Freshwater Bay

10. The City shall recognize the possible future industrial use of Freshwater Bay in accordance with the St. John's Urban Region Regional Plan and the St. John's Development Regulations.

8.7 Airport Land Use District

The Airport Land Use District includes all lands owned and managed by the St. John's International Airport Authority.

1. Land use within the Airport Land Use District shall be in accordance with the requirements of the St. John's International Airport Authority.

2. The City shall work with the St. John's International Airport Authority to ensure that Land Uses surrounding the airport are in accordance with the Noise Exposure Forecast (NEF) Contours under the St. John's Urban Region Regional Plan.

3. Land Uses in the vicinity of the airport shall be undertaken so that the long-term operation and economic role of the airport is protected and uses that may cause a potential aviation hazard will be avoided.

4. Building height shall be restricted in the vicinity of the Airport to ensure aviation safety. The City shall work with the St. John's International Airport Authority and Transport Canada to develop a maximum height standard overlay for lands surrounding the Airport Zone.

8.8 Institutional Land Use District

The Institutional Land Use District applies to lands owned and used by Government and institutions such as hospitals, place of worship and educational institutions. These lands represent a significant element of St. John's land use structure, and cooperation for their use and development is important.

C.A. Pippy Park, established by the Province as a park and land bank to accommodate institutional needs, is the largest institutional area within the city, and includes: Memorial University, the Health Sciences Centre, Confederation Building, the College of the North Atlantic, other Provincial Government office buildings, and a significant area of parkland and recreational facilities, which are managed by the C.A. Pippy Park Commission.

Many of the Institutional lands in St. John's are currently in transition as the roles of government and religious organizations evolve. As some schools, hospitals, and place of worship close, the lands on which they are situated become prime areas for redevelopment within the city. The reuse of such property is frequently controversial as their current use has usually been longstanding, surrounding neighbourhoods are equally well-established, while the grounds of the institutional properties tend to fulfill a formal or informal role as community open space.

1. The Institutional Land Use District will accommodate a variety of permitted and discretionary institutional uses including government, institutional, public administration, public services, and non-profit, along with other related and complementary uses that fit into an institutional context within the permitted and discretionary uses as set out in the institutional land use zones in the Development Regulations.

2. The Institutional-Downtown Zone shall establish those uses which are permitted and discretionary as outlined within the Development Regulations and considered within the Planning Area 1 (Downtown).

3. Ensure sufficient lands are available for new Institutional development in appropriate locations, and through mixed-use development, along with support for existing uses throughout the city.

4. Recognize the importance of Institutional land holdings within the city and the need for cooperation between the various public bodies involved to ensure the best comprehensive use and (re)development of the property.

8.9 C.A. Pippy Park District

1. The C.A. Pippy Park District includes all lands within the legal boundaries of C.A. Pippy Park.

2. Land use within the C.A. Pippy Park District shall be in accordance with the requirements of the C.A. Pippy Park Commission.

8.10 Rural Land Use District

The Rural Land Use District is applied to lands outside of the urban core. Lands are characterized by farms, large tracks of open spaces, along with a limited number of rural dwellings, contained on large oversized lots. Rural areas and urban areas are interdependent in terms of markets, resources and amenities, therefore, it is important to control rural assets and amenities and protect the environment as a foundation for a sustainable economy.

Rural and resource lands within the city include large tracts of land in the provincially protected St. John's Agricultural Development Area, land that is unsuitable for development due to excessive slope or erosion concern, quarries, and tourism and recreation. The Rural Land Use District applies to those lands that are not intended to be settled for urban development within the planning period.

Rural areas also include land for residential development. The City recognizes rural residential development as low density, located on large rural lots along existing roads that are not serviced by full municipal services and are not planned to be serviced in the future. No infill development is permitted along arterial roads and scenic roads as identified by the St. John's Urban Region Regional Plan.

1. Within the Rural Land Use designation, Council shall establish rural land use zones that will accommodate uses in the form of agriculture, quarrying, forestry, natural heritage and tourism, limited rural residential uses, and other complementary uses as outlined in the permitted and discretionary uses of the zones identified in the Development Regulations.

2. Lands not intended for urban development over the next 10 years shall be designated under the Rural Land Use District.

3. Appropriate standards shall be established to ensure the quality and preservation of the rural environment.

4. Opportunities to support a diversified rural economy should be promoted by protecting agricultural and other resource-related uses and directing non-related development to areas where it will minimize constraints on these uses.

Rural Residential Development

5. Unserviced residential development shall be permitted only on existing properties zoned Rural Residential Infill (RRI) or Rural Residential (RR), and no additional lands are to be rezoned for residential infill development.

6. Unserviced residential development can occur only on public roads existing as of January 1, 1992. No new roads will be permitted for unserviced development. Private roads that existed as of January 1, 1992 may be accepted as public roads subject to conditions set out by the City.

7. Rural residential development shall be permitted in the Rural Land Use district only where:
   - The location constitutes infill development – new development is added between existing residential development and no new residential development will be extended;

- Lots have sufficient frontage on a public road;
- New dwellings are placed on the lot to accommodate future subdivision of land should municipal services become available, or to accommodate the installation of an alternate septic disposal field;
- The development is suitably zoned in the Development Regulations.

Industrial, Commercial and Tourism Uses

8. Recreational, tourism and other industrial and commercial opportunities should be promoted and may be considered in the Rural Land Use District where:
   - The type of use is appropriate for, or essential to, a rural site;
   - The site is appropriate for the proposed use;
   - The use will not impair the visual integrity and views from roads that are considered to be of scenic value and views from major historic and scenic landscapes as determined by Council;
   - Commercial and Industrial uses are limited to locations near highways; and
   - New uses of expansion of existing Industrial uses may be considered where appropriate and are subject to a Land Use Report.

Mineral Workings

9. Quarrying and mineral working uses shall be subject to a Land Use Report, appropriate separation distances and rezoning of the proposed area. Expansion of an existing site shall be subject to the same requirements.

8.11 Forestry Land Use District

The Forestry District applies to those lands that are considered to have potential for forestry operations. Designated areas and development requirements have been identified in accordance with the Forestry Division of the Department of Fisheries, Forestry and Agriculture.

1. Ensure that all lands within the Forestry Land Use District reflect the Productive Forest Lands identified by the St. John's Urban Region Regional Plan and ensure development within this district is in accordance with the St. John's Urban Region Regional Plan and the Forestry Division of the Department of Fisheries, Forestry and Agriculture.

8.12 Agriculture Land Use District

The Agricultural Land Use District includes those lands designated by the Province as the St. John's Urban Region Agriculture Development Area shown in Appendix A, P-8, (St. John's Agricultural Development Area), with the exception of those lands in the Thomas Pond Watershed. Land use within this area is regulated by the Land Development Advisory Authority, within Agrifoods under the Department of Fisheries, Forestry and

Agriculture. The purpose of the Agricultural Development Area (ADA) is to encourage and support agricultural production and prevent the conversion of agricultural lands to other uses.

Land Development Advisory Authority

1. Development in the Agricultural Land Use District is subject to the approval of the Land Development Advisory Authority.

2. Development requirements shall be in accordance with the standards outlined in the Development Regulations.

3. Agricultural Development Area lands within the Thomas Pond Watershed will not be approved for Agricultural Uses and have been designated under the Watershed District.

Residential Uses

4. Residential uses may be permitted where:
   - It has been approved by the Land Development Advisory Authority; or
   - The use is an accessory use to an established agricultural operation; or
   - The dwelling constitutes infill housing within an existing development pattern along an existing public road; or, if adjacent to urban development, is serviced at the outset by municipal water and sewer.

8.13Watershed Land Use District

The Watershed Land Use District applies to those lands that are either used as a watershed for the protection of an existing public water supply or to those lands that are deemed to have potential for future water supply use and shall generally be protected from development.

1. Preserve protected water supply watersheds in their natural state.

2. Manage designated Watersheds under the applicable polices of the City of St. John's Act and the Water Resources Act.

3. Any development considered under the Watershed Zone of the Development Regulations, established within the Watershed District, with the exception of legal nonconforming development, shall require a Land Use Report.

4. To protect future drinking water sources in the Regional System the City will work to gain protection under the applicable policies for the Thomas Pond and North Arm Brook Watersheds.

8.14 Restricted Development

The Restricted Development Land Use District applies to undeveloped lands that are not suitable for urban development. These include areas of steep slopes, unstable soils, poor drainage, areas susceptible to flooding or other environmental hazards.

1. Prevent development of lands in the Restricted Land Use District except where they may be suitable for passive recreational activities such as trails or as required for erosion and flood control, as outlined in the Open Space Reserve Zone of the Development Regulations.

8.15Urban Expansion Land Use District

Lands for future urban expansion are located throughout the City. Land in the Southlands and Galway area, to the north and south of Kenmount Road (Kenmount Terrace) and in Kilbride have all been identified as future urban expansion areas for development. Lands in Goulds, Thorburn Road Area, and Old Pennywell Road are also identified for future serviced urban expansion when infrastructure is extended and/or upgraded depending on constraints within the specific area.

1. A Comprehensive Development Plan must be prepared and approved by Council prior to development of all Urban Expansion areas.

2. Lands identified for future urban development in Killbride, Southlands, Galway and Kenmount Road areas shall have the potential to be developed for a range of land uses utilizing municipal water and sewer services. Existing uses as outlined under the existing zoning may be permitted to continue in a manner that will not prevent future development.

3. Lands in the Urban Expansion District in Goulds may be developed in accordance with the Goulds Ultimate Service Area as shown in Appendix A, P-5 (Goulds Ultimate Service Area).

4. Existing uses may be permitted to continue along Thorburn Road and Old Pennywell Road in a manner that will not prevent future comprehensive development based on the extension of sewer and water services.

8.16Open Space Land Use District

1. Within the Open Space Land Use District, Council shall establish an open space zone to accommodate parks, recreation lands, trailways, facilitates and open space uses within the City, along with other complementary uses as outlined in the Development Regulations

2. Within this District, open space land requiring additional protection but contain uses that are more passive in nature such as trails and recreational use activities may also be considered as outlined in the Open Space Reserve Zone.

3. Support the acquisition and retention of an adequate supply of open space, parks and recreation lands and facilities to meet the needs of St. John's.

4. Manage open space and recreation lands in accordance with the policies of the City's Open Space Master Plan.

CHAPTER 9 Implementation

GOAL

To ensure that growth in the City during the planning period is achieved in an efficient manner that is financially and environmentally responsible and involves citizens, community partners and regional cooperation.

This Plan serves as the City's blueprint for future growth. It provides the structure to establish Land Use Districts which allow for the creation of land use policies that will guide development throughout the city, helping achieve our established goals and objectives. Arising out of the Plan, the St. John's Development Regulations will create Land Use Zones to implement the policies of this Plan.

Successful implementation of the Plan involves:

- Effective administration;
- Appropriate investment in infrastructure;
- Adoption of Development Regulations;
- Preparation and adoption of Secondary Plans;
- Preparation and incorporation of recommendations from research and studies;
- A consistent procedure for considering amendments to the Plan; and
- An effective and fair appeal process.

Strategic Objectives

- Develop an effective framework to engage citizens in the planning process.
- Utilize a variety of tools to achieve a high level of citizen participation in an open and transparent decision making process.
- Integrate planning and development into all aspects of municipal design, management and operations.
- Ensure a clear and efficient approach to the development review and approval process

9.1 Municipal Plan Review

Council will undertake a comprehensive review of the Municipal Plan and Development Regulations at least every ten (10) years in accordance with the requirements of the *Urban and Rural Planning Act (2000)*.

The Act also requires that the Municipal Plan and Development Regulations be reviewed by Council within five (5) years of the date they came into effect, to ensure the documents comply and reflect any unforeseen development within the 10 year comprehensive plan.

Municipal Plan Amendments

Council may consider an amendment to the Municipal Plan when:

- There is an apparent need to change policy due to changing circumstances;
- Studies have been undertaken which contain policies or recommendations that should be incorporated into the Municipal Plan; or
- An amendment to the St. John's Urban Region Regional Plan or a relevant Provincial Land Use Policy has been released that requires a change in policy by the City; or
- There is a development proposal which provides sufficient information and rationale to support a change in the Municipal Plan.

9.2 Secondary Plans

Council will prepare Secondary Plans to implement the goals and objectives of the Plan. Such Secondary Plans become part of the Municipal Plan, and are prepared and approved in the same manner as the Municipal Plan in accordance with the provisions of the *Urban and Rural Planning Act (2000).*

9.3 Public Engagement and Consultation

The City is committed to engaging citizens in planning and decision-making processes at the City, neighbourhood and site planning level. In cooperation with other City staff, the City's planning staff will use tools and processes to inform citizens and facilitate their input into planning processes.

9.4 Development Regulations

Development Regulations implement the policies of the Municipal Plan. The City will review and adopt Development Regulations pursuant to Section 35 of the *Urban and Rural Planning Act (2000)*.

9.5 Considerations for Rezonings

This Plan provides flexibility for change within the framework for growth and development in the City by enabling, under certain circumstances, amendments to the Development Regulations without amendment to the Municipal Plan. In considering requests for rezoning, Council shall consider all appropriate policies set out in this Plan and have regard for the following:

- The adequacy of municipal water and sewer services, or where on-site services are proposed, the adequacy of the physical site conditions to accommodate it;
- The adequacy and proximity of public transit, recreation and community facilities;
- The adequacy of the transportation network in, adjacent to, or leading to the development;
- The potential for the contamination or sedimentation of watercourses or for erosion;
- Environmental impacts such as air, water and soil pollution and noise impacts;
- Previous uses of the site which may have caused soil or groundwater contamination;
- Suitability of the site in terms of grades, soil and bedrock conditions, location of watercourses, marshes, swamps, or bogs;
- Potential for restoration, rehabilitation, damage or destruction of historic buildings or sites;
- Compatibility of the development in terms of height, scale, lot coverage and bulk with adjacent properties;
- Whether the proposed use will alter the intended mix of land uses in the District or neighbourhood;
- Whether the proposal is in conformity with the intent of this Plan, any applicable Secondary Plan, and with the requirements of other City by-laws and regulations; and
- Lands shall not be considered for rezoning where the development is premature by virtue of being beyond the limits of servicing.

9.6 Development Review Process

As development pressures have increased in recent years, the City has examined its development approval process to ensure that the public's best interests are protected through the review and approval of new development, and to ensure processes are as efficient and effective as possible. The City will continue to improve the review process to ensure the Plan and Regulations are administered effectively and in accordance with the policies of the Municipal Plan.

9.7 The Land Use Report

The Land Use Report (LUR) is a valuable tool in the review of proposals for a development or use that cannot be adequately evaluated by City staff. A Land Use Report is a report prepared by suitably qualified person(s) to assess any significant impacts a

use or development may have on the environment and/or surrounding lands or neighbourhood. The City may require an LUR to be prepared to determine the significance of the impacts and include recommendations on measures to control and mitigate the identified impacts where appropriate.

The following policies apply to the requirements for an LUR:

1. Where determined by Council, a Land Use Report may be required as part of the development application review process or where otherwise required further to the Municipal Plan and Development Regulations.

2. Council shall prepare and approve Terms of Reference setting out the matters that require assessment in an LUR.

3. The LUR and any supporting studies shall be prepared at the expense of the applicant. Notwithstanding this requirement, Council may deem that a Staff Report constitutes a Land Use Report where the scale or circumstances of a proposed change or development proposal does not merit extensive analysis. In this case Terms of Reference are not required from Council.

4. The City shall provide adequate time for public review of an LUR prior to its consideration for approval.

9.8 Development Appeals

Appeal procedures are set out in Part VI of the Urban and Rural Planning Act. Under Section 40(2), The City of St. John's is empowered to establish a local appeal board. The Development Regulations outline the procedure for establishing a Local Board of Appeal to hear appeals arising from their enforcement.

Any person may appeal any decision of Council or an authorized officer of Council, such as the Development Officer, made under the St. John's Development Regulations. The Board must consider each appeal in accordance with the intent of the Municipal Plan, the Regulations, and any further plans, schemes, or regulations in force at the time. The decision of a majority of the members of the Appeal Board present is the decision of the Board.

CHAPTER 10 Secondary Plans

This chapter addresses and includes policies that apply to the various Planning Areas, as shown in Appendix A Map P-2 (Planning Areas) and Map P-2A(Neighbourhood planning Areas), through Secondary Plans. These Secondary Plans are a second layer of policy under the Municipal Plan, and include specific policies which:

- Identify opportunities and address issues related to land use in a defined geographic area.
- Adapt and implement the objectives, policies, land use designations and overall planning approach of the City's Municipal Plan to a local or neighbourhood context.
- Establish local development policies unique to an area that will guide growth and change in that area to promote a desired outcome.
- Promote consistency in new/developing areas and compatibility within existing areas that require revitalization.

These original Secondary Plan Areas (Map P-2) originate from the Municipal Plan 2003 (some of them dating back to the 1980s), and will be updated through future planning initiatives (note: minor text/reference changes were made to avoid conflict with Envision St. John's 2021).

In areas where Secondary Plans exist, city-wide policies are relevant, as they set the context for the creation of local policies, and these specific policies of the Secondary Plan take precedence in how development is governed within the applicable Planning Area. Under the policies of this section, Secondary Plan may be revised, and additional Secondary Plans may be developed and adopted for areas definite by Council. Such alterations of boundaries shall be at the discretion of Council. Planning Areas should at a minimum, however, encompass a neighbourhood or a commercial or industrial area, or an intensification area as opposed to a specific property or development site.

The City is divided into a number of Planning Areas (Map P-2) dating back to the 1980's. These areas were created and generally conform to older Census Subdivision and Dissemination Areas used by Statistics Canada.

The following Secondary Plans have been created and adopted as follows:
Planning Area 1 - Downtown
Planning Area 2 - East End, Battery and Quidi Vidi Village
Planning Area 4 - Mundy Pond
Planning Area 9 - South West Expansion Area
Planning Area 12 - C.A. Pippy Park Master Plan
Planning Area 13 - Freshwater Bay Industrial Lands
Planning Area 16 - Goulds
Planning Area 17 - Blackhead

The City of St. John's recently undertook a project to design an accessible Neighbourhood Profile system, with the goal of improving the health and vibrancy of our local communities. These smaller communities, local cultural areas, and neighbourhoods are the core building blocks for city programs, services, and policies, which supports the concepts of planning at the secondary level.

Twenty-six new neighbourhood boundaries were developed to help local government and community organizations with long-term planning, and the new boundaries will assist with the collection of long-term data. These neighbourhood boundaries were developed using features such as major roadways, former municipal borders, rivers and lakes. Choices about neighbourhood boundaries were made to make the data in the profiles useful to as many users as possible and are not intended to be statements or judgments about where a neighbourhood starts or ends.

These new neighbourhood boundaries are identified on Map P-2A and will represent the new boundaries for the future development of Secondary Plans. As new plans are developed, the older plans will be replaced. Until such time the new Secondary Plans are created, the boundaries under P-2 will be used and existing plans will provide direction for new development.

Not all Planning Areas need to have a Secondary Plan, as most have stable land use patterns and do not face major development or redevelopment issues. A Secondary Plan will be undertaken where Council determines such detailed attention is required. Secondary Plans are to be developed and adopted in a manner that is flexible, open and accessible to all interested citizens. Notwithstanding the intention to allow various approaches to the design of a Secondary Plan, these Plans are policy documents. They should provide general direction for the development of the area they address. Like the Municipal Plan, a Secondary Plan shall not include specific requirements or place limitations on development. Policies can and should address the type and form of development appropriate to a Planning Area but quantitative limits, except where broadly applicable, shall be incorporated in the Development Regulations. These Secondary Plans provide a means by which general policies can be evaluated and the Municipal

Plan amended where appropriate.

10.1 Planning Area 1 – Downtown

Downtown St. John's is the heart of the City of St. John's and the St. John's Urban Region. The downtown is home to the bulk of the City's heritage buildings. Its skyline and views of St. John's Harbour and the Battery define the image of St. John's to tourists.

From the end of World War II to well into the 1970s, Downtown St. John's was challenged by the suburbanization of housing and shopping facilities in the region. Since then, however, the downtown has been re-established as the home to a range of activities, including residential neighbourhoods, shopping areas, cultural and entertainment facilities, and administrative and institutional uses. In many ways, the downtown is a model of mixed use combining single family housing with row housing and apartment uses with supporting commercial and service uses. It is also a key regional shopping centre providing specialized retail uses catering to general, tourist, and niche markets.

In recent years, the downtown has particularly emerged as a centre of entertainment activities. The many pubs on George Street and adjacent alleys and lanes are known across Canada. With the addition of Mile One Stadium, the downtown now regularly hosts large-scale sporting and entertainment events.

Objectives
To ensure a comprehensive and balanced development of the downtown that provides a dynamic focus for a wide variety of activities within a harmonious physical setting through pursuit of the following land use objectives.

Preserve Residential Neighbourhoods

To preserve residential neighbourhoods in residential areas through:

1. Conservation and rehabilitation of existing homes in these areas; and

2. Where necessary and feasible, redevelopment of older housing in a manner sensitive to the architectural scale and historic character of the older city.

Improve Retail Function
To enhance retail function by:

1. Redefining and concentrating retail function;

2. Improvement of access and circulation;

3. Provision of adequate and convenient parking;

4. Promotion of pedestrian links;

5. Improvement of marketing through better management of retail services; and

6. Provision of continuous business promotion.

Accommodate Office Space
To accommodate office space by:

1. Identifying areas in the downtown that are suitable for office development in terms of access and municipal services;

2. Allowing for a range of accommodation in terms of size, type and rental structure;

3. Introducing policies that will promote the use of available buildings through conversion, as well as the construction of new buildings; and

4. Recommending improvements in access and parking requirements that will have to be made in connection with office area.

Optimize Harbour/Industrial Uses
To optimize use of industrial lands adjoining the Harbour for marine-related uses, and to facilitate the establishment of semi-industrial services and small 'clean' industries in appropriate commercial zones.

Promote Religious, Public Assembly, Tourism and Recreation Uses
To optimize the location and operation of religious, public assembly, tourism, and recreation uses through:

1. The development of an attractive urban environment that will emphasize the importance of the City's heritage and preserve the existing amenities and views of the Harbour and Southside Hills from streets and open spaces;

2. The preservation of an environment that will enable Downtown places of worship to carry on their religious and social functions; and

3. The development of adequate convention, assembly, recreation and tourism facilities in the downtown.

Protect the Architectural Scale of Downtown
Protecting the architectural scale of Downtown by maintaining and developing the St. John's Heritage Area and ensuring harmonious integration of new development.

Provide Adequate Transportation Facilities
Achieve an adequate level of access, circulation and parking to maintain each of the main

land use functions in the downtown Area.

Policies
For the purpose of this Plan, the major land use functions are defined as follows:

Housing
A high density residential area, accommodating a changing population of varying income levels in a range of housing types.

Retail
Major retail and services including regional specialty shops, convenience shopping for local community.

Office
Major office buildings for financial, legal and professional services, head offices of major companies.

Industry
Harbour support services, capital and labor-intensive manufacture not requiring bulk supplies.

Harbour
All harbour functions, warehousing and shipping facilities.

Public Assembly, Recreation and Tourism
1. The most important area for experiencing the historic legacy of the Province;

2. An important concentration of amenity areas and religious, assembly, recreation and education facilities for residents and tourists alike;

3. Major site for high density tourist accommodation and convention facilities.

Transportation
The network of streets facilitating access and circulation.

Improve Retail
The City shall:

1. Plan for a concentrated retail core facilitating the renewal and improvement of downtown retail by means of :

    a. consolidation of retail in a fairly compact, accessible area that makes the redevelopment and improvement of supporting services possible;

    b. conservation and rehabilitation of buildings in that part of the retail area

situated in the St. John's Heritage Area (see Heritage Bylaw); and

c. development of new facilities to support the retail function as deemed appropriate by Council;

2. Assist in improvement of the downtown retail core by means of a Business Improvement Area and promote its use for the renewal and rehabilitation of the downtown core and the provision of off-street parking;

3. Promote the provision of a coordinated marketing system for Downtown;

4. Assist in attracting opportunities for renewal of the Retail Core; and

5. Assist in the promotion of the downtown in general.

Accommodate Office Space

The City shall:

1. Provide opportunities for a wide range of office accommodation in terms of size, type and tenure;

2. Promote the construction of new high density buildings in designated areas of the western part of Downtown. This is the best area for such developments in terms of:

   a. topography and the availability of developable sites;

   b. potential for the improvement and upgrading of public services;

   c. location in respect to the Retail Core; and

   d. the degree of impact on other land uses and the historical character of the City; and

3. Promote the use of smaller offices or mixed-use buildings by means of rehabilitation or renewal.

Maximize Harbour-related Lands

The City shall work with the St. John's Port Authority to maximize the amount of land available for harbour-related uses.

Preserve Residential Neighbourhoods
The City shall encourage:

1. Designation of residential zones allowing for a variety of housing types that are compatible with the existing architectural scale and the existing infrastructure;

2. Improvement of amenities (open space, recreation facilities and general quality of the urban environment) and services (off-street parking);

3. Conservation and rehabilitation of the housing stock where this is both desirable and feasible; and

4. Promotion of infilling and the renewal of housing that cannot be rehabilitated economically in a manner sensitive to the historic and architectural environment.

Protect the Architectural Scale of Downtown
The City shall maintain and develop the St. John's Heritage Area (see Heritage Bylaw) as the historic architectural focus of the City and ensure harmonious development of the downtown by:

1. Adopting regulations to:

    a. protect significant public views from streets and open spaces;

    b. control blockage of sunlight in streets and public open spaces;

    c. control the density, height and siting of buildings;

    d. control the relationship of buildings to streets and open spaces;

2. Providing guidelines for improving the design of buildings, streets, and open spaces to provide greater convenience and enjoyment to the public.

Provide Adequate Transportation Facilities
The City shall:

1. Encourage the use of public transit through improved service; and

2. Exercise strict control of street parking and provide adequate off-street parking.

Public Parks
Downtown parks are important components in retaining and enhancing the character of old St. John's. The City shall promote public parks in the downtown so as to:

1. Improve pedestrian circulation;

2. Encourage activity near commercial areas and places of public interest;

3. Enhance design; and

4. increase public well-being and enjoyment.

To protect these spaces from development and ensure that they are properly landscaped and maintained, they are designated as Open Space on the Future Land Use Map (Appendix A, P-1 Future Land Use), and shall be landscaped and maintained by the City's Public Works and Parks Department.

Downtown Roads
The City shall preserve the existing Downtown street pattern, including current street widths, to maintain the scale and character of the downtown.

Pedestrian Paths

Paths - General
Pedestrian circulation is essential to the social and economic health of the downtown, in particular the social vitality of public and recreation spaces and the commercial viability of retail areas. It is also vital to the livability of the Residential Downtown.

Pedestrian paths serve two major objectives:

1. they provide convenient linkages between dwellings, shopping areas, places of work and leisure areas for residents and patrons of Downtown; and

2. they provide 'discovery routes' to expose places of interest to tourists and to provide amenities for leisure pursuits of visitors to the downtown.

Laneways - Development
The City will maintain and promote existing pedestrian laneways and paths in the downtown.

10.2 Planning Area 2 – East End, Battery and Quidi Vidi Village

Objectives

The objectives of this Secondary Plan are to preserve and enhance:

1. Landmarks, heritage buildings, historic landscapes, natural features, and recreation facilities;

2. Views of Signal Hill and Quidi Vidi Lake;

3. Residential neighbourhoods.

Policies

The basic intent of this Secondary Plan is to prevent change markedly at variance with existing dwelling types in residential neighbourhoods - for example, if there is a mixture of two and three-storey single detached and semi-detached dwelling types on large lots in a neighbourhood, then only dwellings of this nature and scale on large lots will normally be considered for approval; and if the predominant housing form is the bungalow or cottage, then only dwellings fitting with this scale of housing will normally be considered for approval.

Neighbourhood policies are set out for the East End - Sub-Areas 1 to 9, the Battery, and Quidi Vidi Village - the three "communities" that, together with the commercial districts and Signal Hill and the foreshore of Quidi Vidi Lake, comprise Planning Area 2.

The East End, the Battery and Quidi Vidi neighbourhoods and the nine sub-areas of the East End neighbourhood are set out in Appendix A, P-9 (Planning Area 2- East End, Battery and Quidi Vidi Village) and are as follows:

Sub-Area 1 - Forest Road - East of Quidi Vidi Road to Quidi Vidi Village

Except for existing apartment house and row house sites, only single detached and semi-detached dwellings may be considered for approval in this area.

A public reservation is retained to provide for a linkage between Quidi Vidi Lake and Signal Hill National Historic Park.

Sub-Area 2 - Quidi Vidi Road

Only row house, single detached and semi-detached dwellings may be approved in this area.

Sub-Area 3 - Forest Road - Empire Avenue to Quidi Vidi Road
Only single detached dwellings may be permitted in this area.

Sub-Area 4 - Forest Road - Empire Avenue - King's Bridge Road
Only single detached dwellings may be permitted in this area.

Sub-Area 5 - Empire Avenue - King's Bridge Road - Lake Avenue - Anglican Cemetery
Only single detached dwellings may be approved in this area.

Sub-Area 6 - Circular Road - Empire Avenue
Only single detached dwellings may be approved in this area.

Sub-Area 7-King's Bridge Road-Circular Road-Government House Grounds-Military Road
The permitted uses in this area shall be single detached dwellings. Professional offices, semi-detached dwellings, row house dwellings retaining and enhancing present building and landscaping elements may be considered for approval, provided that the maximum height does not exceed three storeys.

Sub-Area 8 - Upper Rennie's Mill Road - Circular Road West (Monkstown and Riverview)
The permitted use in this area shall be single detached dwellings.

Sub-Area 9 - Lower Rennie's Mill Road and Rennie's Mill Road
The permitted use in this area shall be single detached dwellings, semi-detached dwellings and townhouses. Conversions of existing dwellings into apartments, bed and breakfast or lodging house may be considered for approval.

The Battery Neighbourhood

1. Single detached, semi-detached and infill housing residential development shall be permitted on fully serviced lots.

2. New buildings in this neighbourhood, regardless of the zone and use, shall visually harmonize with the natural and built environment of the Battery.

3. A portion of the Outer Battery between the Outer Battery Road and the Harbour shall be protected and developed for purposes of the inshore fishery, and may also, where buildings are within 6 m of the Road, be developed for dwellings and craft type businesses.

   Due to difficulties in locating boundaries, the Land Use District shall be Residential Medium Density with, in this instance, the provision that uses mentioned in the preceding paragraph may be permitted.

The recommended zoning is a zone created to reflect the variety of uses that may be permitted in the Outer Battery.

Quidi Vidi Village

The general policy is to protect the basic character of historic Quidi Vidi Village and surrounding scenic and historic sites without jeopardizing reasonable opportunities for development. To this end, the developed part of the Historic Village around the Gut shall be developed so as to retain uses and densities of uses that presently characterize the area.

1. Within the residential historic Village single detached, semi-detached, and row house dwellings may be allowed along with custom workshops.

2. In the harbour-side area, harbour, and food and beverage industrial uses, commercial and office uses accessory to these industrial uses, and restaurants may be permitted on condition that such uses be scaled in a manner consistent with the character and scale of the historic village.

3. Lands at the eastern extremity of Quidi Vidi Lake are retained as public open space to protect an historical site and an important part of the Quidi Vidi - Rennie's River trail and park system.

4. A road may be developed through this area provided:

    - the need for such a road is re-established;
    - a Land Use Assessment Report and an Environmental Analysis Report has been carried out; and
    - the road is visually subordinate to the site's natural features.

5. Open Space Areas are set out to achieve:

Preservation of Open Space

The preservation of the scenic setting of the Village by reserving all surrounding hills as Open Space, particularly the coastal hills and the foreshore of all nearby ponds and lakes, the linkage between Quidi Vidi Lake and Signal Hill National Historic Park, and the East Coast Trail between Robin Hood Bay and the Village;

Preservation and Development of Historic Sites

The preservation and development of historic sites and providing them with a suitable setting by retaining the surrounding natural landscape and linking them where possible by landscaped corridors, so that "historic trails" can be developed;

Preservation and Control of Recreation Facilities

The preservation and development of some recreation space for Village use; an open space that has a regional importance as a recreation or amenity centre (the Lake surface

and the shores of Quidi Vidi Lake within 60 m of the high water mark represent such a resource); and Open Spaces that are not specifically required as active Open Space but which are not easily developable as a result of topographic conditions and should be preserved as Open Space to separate the old Village from new urban development and thereby accentuate it.

The Quidi Vidi Village Overlay Zone and Design Guidelines (2016) and the Quidi Vidi Village Development Plan (2006) shall form the basis of the Secondary Plan for this area.

East Coast Trail

The City shall work with the East Coast Trail Association to preserve, protect, and buffer portions of the East Coast Trail passing through Planning Area 2.

10.3 Planning Area 4 – Mundy Pond

Planning Area 4 is a prime area for intensification of land use within the urbanized portion of the City of St. John's. This Secondary Plan seeks to integrate new development with established areas with particular attention to the protection of existing neighbourhoods. As demand warrants and major trunk services become available, additional lands in Mundy Pond west of Columbus Drive ('Mundy Pond West') shall be developed in a planned manner.

Objective

To encourage the consolidation of development through infill of City residential lands, concentration of major commercial development within Ropewalk Lane area around present developments, further upgrading of existing recreation open space areas, and concentration of institutional uses in the immediate vicinity of Mundy Pond.

Policies

Policies for Planning Area 4 seek to protect existing low density areas while providing for the development of higher density uses in appropriate locations. Policies also address the provision of open space and facilitation of circulation within the area on foot and for vehicles.

Residential Low Density

Throughout the Planning Area, areas containing a preponderance of single detached housing shall be designated Residential Low Density and placed in a zone where only single detached housing may be permitted.

Residential Medium and High Density

Multi-family housing shall be concentrated along Blackmarsh Road, and the lands shall be designated Residential. However, for properties that do not have frontage along Blackmarsh Road, Council shall have the discretion to introduce zones that permit multi-family housing.

Open Space - Environmentally Valuable Areas and Recreation Areas

Portions of the Planning Area are to be protected from development that is likely to increase runoff and pollution and destroy natural vegetation. Lands deemed appropriate for environmentally valuable areas, and lands required as major buffers shall be designated as Open Space. These areas would include Mundy Pond and the streams and wetlands associated with the Mundy Pond watershed.

Certain types of development may be permitted if appropriate to a conservation and recreation function provided appropriate mitigation measures are undertaken.

Pedestrian Circulation

Because of the location of dwellings, schools and shops, there are many uncontrolled crossings by children and adults on Columbus Drive. To make pedestrian movement across Columbus Drive safer the City shall:

1. Establish appropriate means to prevent crossings at uncontrolled locations.

2. Review pedestrian movements in the area to develop safer and more convenient crossings where required.

Vehicular Circulation

To facilitate and make safer traffic movements along Columbus Drive the City shall reduce the number of intersections with Columbus Drive and provide for suitable turning or exit lanes, especially at Mundy Pond Road and Blackmarsh Road.

Road Network West of Columbus Drive

A road network shall be developed that will link Old Pennywell Road to Hamlyn Road and Topsail Road, and provide for a system of internal linkages that will facilitate the development of residential lands and facilitate access to community and commercial services within that part of Mundy Pond that lies west of Columbus Drive.

Mundy Pond Park

Develop Mundy Pond as a District Park that becomes a true focal point of the area (attractive, well landscaped, well endowed with facilities, and well used); and provides opportunities for fishing, hiking, cycling, skiing, skating and softball.

Linear Open Space System

Develop the linear park system linking Mundy Pond with its watershed and through the watershed to the Kenmount Hills, and the Kenmount-Rennie's River and the Waterford River systems.

10.4 Planning Area 9 – South West Expansion Area

The South West Expansion Area, which makes up the majority of Planning Area 9, includes lands along both sides of Kenmount Road and Thorburn Road (north to the Outer Ring Road), and the lands between Kenmount Road and Thorburn Road. The area runs from Parrell's Lane and the Bifurcation Road to the Windsor Lake Watershed.

Objectives

As a result of the extension of municipal water and sewer services in 2002 along Kenmount Road, properties which are located along Kenmount Road and Thorburn Road and those properties located between these two roads, can now be considered for urban development. The South West Expansion Area provides an opportunity to serve as a major growth area for well-planned urban development within the centre of the St. John's Urban Region. Development of the South West Expansion Area will further the objectives of the St. John's Urban Region Regional Plan and the St. John's Municipal Plan by allowing opportunities for residential and commercial development within a defined urban area.

Policies

Policies for the South West Expansion Area are intended to facilitate its development as a complete community. Policies are intended to preserve and protect the natural environment and ensure a full range of land uses, including commercial and institutional uses that complement and serve predominantly low density residential development within the area as seen in Appendix A, P-10 (Planning Area 9 -Southwest Expansion Area), sets out the Municipal Plan land use district designations for the South West Expansion Area, the access points for future development of lands north of Kenmount Road and the conceptual internal road network. Land use zoning designations will be put in place to reflect and implement this Development Plan.

Residential Development

To satisfy anticipated demand for a long-term residential land supply in this area of the City, a significant portion of the South West Expansion Area will be designated for low density residential development. To foster municipal servicing efficiency for municipal snowclearing and garbage collection services, isolated pockets of residential development will be discouraged.

Other forms of housing other than single detached homes may be considered for the South West Expansion Area, subject to specific application to and approval by the City.

Commercial Development

The prominence of Kenmount Road as a major commercial and light industrial area of the St. John's Urban Region will be reinforced and enhanced through the expansion of the Kenmount commercial area along Kenmount Road and west of O'Leary Industrial Park. The commercial designation will extend as far as the City's municipal boundary with the City of Mount Pearl near Avalon Ford on Kenmount Road at Wyatt Boulevard.

To provide clear separation between commercial and residential uses, significant open

space buffers have been established between areas designated for residential and commercial uses.

Provision has been made in the land use designation for this Secondary Plan to designate several sites for local neighbourhood commercial facilities.

Public Uses
As part of this Secondary Plan, a site has been reserved in a central location in the South West Expansion Area for the construction of a school(s). If the Avalon East School Board ultimately determines that a new school(s) will not be required to serve the residents of the South West Expansion Area, then the site may be redeveloped for another purpose under the "Institutional" designations of the Municipal Plan and the St. John's Development Regulations. Alternatively, an interested developer may make application to have the site redesignated and this application would be subject to review by the City.

Thorburn Road
Lands on both sides of Thorburn Road will continue to be zones for non-urban forms of development for the present time. However, as the area has the capability to be developed utilizing municipal water and sewer services, the City may consider developments for urban forms of development at a later time in which case urban forms of zoning could be introduced subject to review and approval by Council and subject to the extension of municipal services under conditions required by the City.

Access and Circulation
Access points for development of lands in the South West Expansion Area will be set by the City along Kenmount Road and Thorburn Road. These access points will require bridges to cross Ken Brook. Temporary access points along Kenmount Road may be considered subject to approval by the City for the purposes of accommodating initial development in the area. These temporary access points would eventually be required to be removed and the access points remediated subject to requirements of the City.

The road network prepared by the City as part of this Secondary Plan is designed to limit stream crossings, to provide acceptable access to commercial sites and to limit the amount of non-resident through traffic in the residential areas, while linking internal residential neighbourhoods. The right-of-way widths for collector roads in the South West Expansion Area have been increased to allow for greater setbacks for snowclearing operations and appropriate pedestrian movement.
The internal road network prepared by the City for the South West Expansion Area is conceptual only and may be varied as development of the area progresses without necessity for formal amendment of this Secondary Plan, subject to approval of the City and provided the basic principles of the road network are adhered to.

Recreational Uses
A site has been set aside for a neighbourhood park in a centrally-located area within the South West Expansion Area.

Neighbourhood Parks
Local neighbourhood recreational sites will be provided within residential clusters as residential development proceeds. Individual sites will be selected by the City's Parks Services Division as development progresses and when demand is warranted for the provision of local facilities.

Development Above 190 m Contour
Recreational development may be considered for approval above the 190 metre contour servicing limit subject to application to and approval by the City.

Trails System
Where appropriate and feasible, walking trails will be constructed to link individual areas within the South West Expansion Area to each other and to other trail systems outside the area.

Environmentally Sensitive Areas
The South West Expansion Area contains most of the headwaters of the Rennie's River system. Ken Brook runs alongside Kenmount Road and there are wetlands in the area, including the Yellow Marsh. These flow towards Leary's Brook and the Rennie's River system.

To accurately determine the extent of waterways and wetlands in the South West Expansion Area and in the interest of conserving and protecting such areas, the City engaged an environmental consultant to map these waterways and wetlands. These identified areas will be protected through applicable "Open Space" designations under the General Land Use Plan of the Municipal Plan and the St. John's Development Regulations and buffers shall be designated around the waterways and wetlands.

Development in the vicinity of significant waterways and wetlands shall be subject to the applicable provisions of the Municipal Plan and the St. John's Development Regulations.

10.5 Planning Area 13 – Freshwater Bay Industrial Lands

The Plan is required in the ministerial order amending the St. John's Urban Region Regional Plan Gazetted August 7, 1987, for the area shown in Appendix A, P-11 (Planning Area 13 – Freshwater Bay Industrial Area). The area in question is situated on Freshwater Bay and includes lands to be used by Freshwater Offshore Base Limited on Freshwater Bay and between Freshwater Bay and Blackhead Road. The Regional Plan designation of the area in question is "Major Industrial".

OBJECTIVES

The objectives of the Secondary Plan are to:

1. Accommodate within the Plan area, an industrial park with a potential for eventual development of breakwater and docking facilities, capable of handling offshore oil related vessels, should it prove warranted by the developers;

2. Protect significant natural features and environmentally valuable areas within the Area;

3. Reasonably accommodate other development without unnecessary prejudice to the Freshwater Bay Offshore Base Limited development;

4. Provide a regulatory mechanism that will ensure the foregoing objectives are met to the satisfaction of Council.

POLICIES

Policies for Planning Area 13 require the development of Freshwater Bay through a Planned Unit Development (PUD) process with due regard for protection of the environment and impacts on the development potential of adjacent planning areas.

Planned Unit Development

Development in Planning Area 13 shall comply with the following requirements:

1. No permit shall be issued for any development until a PUD Plan has been approved by Council, and a Development Agreement has been entered into by Council and the Developer in accordance with the requirements of the Development Regulations.
2. The PUD Plan shall comply with the other provisions of this Plan.

3. The PUD Plan shall contain an Environmental Protection Plan under the approved Environmental Impact Statement.

4. The PUD Plan shall, where appropriate, recognize and accommodate developed and planned portions of the East Coast Trail not only preserving routes and corridors but ensuring visual buffering from urban and industrial uses.

5. Except for the breakwater and docks and other areas where no reclamation,

landscaping, impact mitigation, or site restoration is necessary, and excluding works for which the City Engineer has required a deposit, Council shall require the deposit of 10 percent of the value of the proposed work by phase of project to ensure that the proper landscaping, impact mitigation, and site restoration measures are carried out.

East Coast Trail

The City shall work with the East Coast Trail Association to preserve, protect, and buffer portions of the East Coast Trail passing through Planning Area 13.

Leamy's Brook

No development shall be permitted within at least 15 m of Leamy's Brook, except for a low impact pedestrian bridge to be built as part of the East Coast Trail.

Approved Environmental Impact Assessment

In addition to any other plans or regulations, no development shall be permitted unless it complies with the approved Freshwater Bay Offshore Base Environmental Impact Statement.

Environmental Protection Plan

Prior to initiation of construction in this area, the developer shall adopt an Environmental Protection Plan for use by contractors and tenants working on the project. The Plan will provide environmentally sound guidelines for the execution of various construction and operating procedures to be employed while on the development site. The Plan will provide procedures for handling hazardous materials and wastes and describe special monitoring as required.

As required by regulation, the Contingency Plan will be prepared as a separate document to deal with incident-specific emergencies.

Coordination with Other Developments

No development shall be permitted to occur within the Plan Area in such a manner as to exclude allowable and reasonable opportunities for development of properties adjoining this Plan Area.

10.6 Planning Area 16 – Goulds

Planning Area 16 encompasses the former Town of Goulds, which was incorporated in the City of St. John's through amalgamation in 1992. Apart from a small extension of the western boundary up to the Goulds Bypass Road (Robert E. Howlett Memorial Drive), the area is the same as that of the former Municipality of Goulds.

OBJECTIVES

The general development objective for the Goulds Planning Area is to maintain a community that includes both urban and rural development values as manifested in:

1. A well-defined urban core with full municipal services that is capable of being expanded gradually, to include the designated Urban Expansion areas;

2. A residential rural area where people can enjoy a rural lifestyle based on large rural lot development with private services;

3. A rich natural environment maintained and developed for use and enjoyment of all residents; and

4. Opportunities for agricultural development in a way that respects nearby residential development.

POLICIES

Policies for Planning Area 16 are intended to focus development in the Urban Core of Goulds where the City intends to upgrade existing municipal water and sewer systems. Extension of services outside the Core, in the Urban Expansion District will only be undertaken by the City at such time as deficiencies in the Core have been dealt with.

Within this context of controlled development, policies encourage the development of the Goulds as a complete community with a well-defined commercial centre and a range of recreation facilities and open space areas for the enjoyment of residents.

Urban Core

The Urban Core of the Goulds Planning Area is set out in Appendix A, P-5 (Goulds Ultimate Service Area). It comprises the area of Goulds that is fully serviced with municipal water and sewer services but also includes the partially serviced Sunset Park area, and the approved extension to the Meadowvale Subdivision.

Urban Expansion

The Urban Expansion Area of Goulds Planning Area is shown in Appendix A, P-5 (Goulds Ultimate Service Area), and comprises lands that could be serviced with extensions to the present municipal water and sewer systems.

Municipal Servicing

Within the initial five years of the Municipal Plan planning period, priority shall be placed on upgrading the existing municipal sewerage system of the Urban Core to City standards. Only when the municipal sewerage system is functioning to City standards, and is deemed to be capable of operating to its initial design capacity, will it be allowed to be extended into the Urban Expansion District. As portions of this District become serviceable, the City will seek amendments to the Municipal Plan to place the affected properties within an appropriate Urban Core land use district.

Town Centre

The Town Centre lies within the Goulds Urban Core and extends approximately a kilometer and a half (one mile) along Main Road.

Activities

The Centre includes three major activity clusters:

1. Major Shopping and Commercial Services;

2. Community Assembly and Religious Observances (St. Kevin's); and

3. Civic Centre and Community Recreation (Town Hall, Library, Recreation Centre).

Objectives

The Town Centre has been designated to identify the most appropriate area to provide the community of Goulds with a multipurpose service centre.

Public Walkways and Trails

The City shall preserve and, as appropriate, extend the network of walkways and trails in Planning Area 16.

East Coast Trail

The City shall work with the East Coast Trail Association to preserve, protect, and buffer the portions of the East Coast Trail through Planning Area 16.

Public Trail System

Within the framework of policies provided by the Municipal Plan, consideration may be given to setting out a public trail system for the Goulds Planning Area that will make use of the natural corridors along the major watercourses and make provision for linkages with the ponds of the community, as well as the hills forming part of the coastal area. These trails shall be developed to appropriate standards and linked wherever possible into the larger regional network of trails between Freshwater Bay and Cape Spear.

Recreation Facilities

The City will work to identify recreation facilities required in the Goulds Planning Area and shall establish such facilities where appropriate and feasible.

Commercial Development

Commercial General

The Commercial General District is applied to approve commercial sites along Main Road. No further expansion of the Commercial District shall be permitted outside the Urban Core.

Neighbourhood Shopping Facilities

Only Neighbourhood Shopping Facilities shall be permitted in the Commercial District of the Goulds Planning Area.

10.7 Planning Area 17 – Blackhead

The Blackhead Planning Area comprises the area generally bounded by Freshwater Bay and the Petty Harbour - Long Pond Water Protection Area on the west, the Town of Petty Harbour-Maddox Cove on the south, and the coast on the east and north. It includes Cape Spear National Historic Site.

Within this unserviced area there is the "historic community" of Blackhead Bay that is built up with dwellings, a place of worship, and a few shops. Adjoining this community is a short rural residential area extending about a kilometre along the Cape Spear Highway (Blackhead Road) toward St. John's. The balance of the Planning Area is entirely rural in character.

OBJECTIVES

The objectives of the Secondary Plan are:

1. To establish Blackhead as an attractive rural village with safe and dependable private water supply and waste disposal services; and

2. To protect the recreational/cultural potential of the rural area and Cape Spear National Historic Site by prohibiting incompatible urban and rural land uses outside the community of Blackhead.

POLICIES

Policies for Planning Area 17 identify areas for specific land uses. In this framework policies seek to preserve the character of the established community and provide trails and similar amenities for the benefit of residents and tourists.

Zoning and Development

Zoning for residential and commercial development shall be confined to the areas shown as Community Development and Rural Residential. The harbour has been designated as Industrial General, while the remainder has been largely designated as Industrial General, while the remainder has been largely designated as Rural.

Community Development Area

Together with nearby lands adjacent the Bay suitable for development, the original community of Blackhead centered on Blackhead Bay is shown as Community Development.

The Community Development Area is designed to accommodate zoning that would reflect the traditional uses within the historic community:

1. Single detached dwellings and subsidiary dwelling units;

2. Semi-detached dwellings; and

3. A variety of compatible public and commercial uses, including parks, community centres, place of worship, personal service shops, bed and breakfast, custom-and craft-workshops, and similar uses that are deemed compatible with the historic community while allowing scope for activities that the residents find useful and profitable.

Rural Residential Area
Representing an extension to the Community Development Area along Cape Spear Highway (Blackhead Road) toward St. John's, the Rural Residential Area is designed to accommodate residential development on large lots.

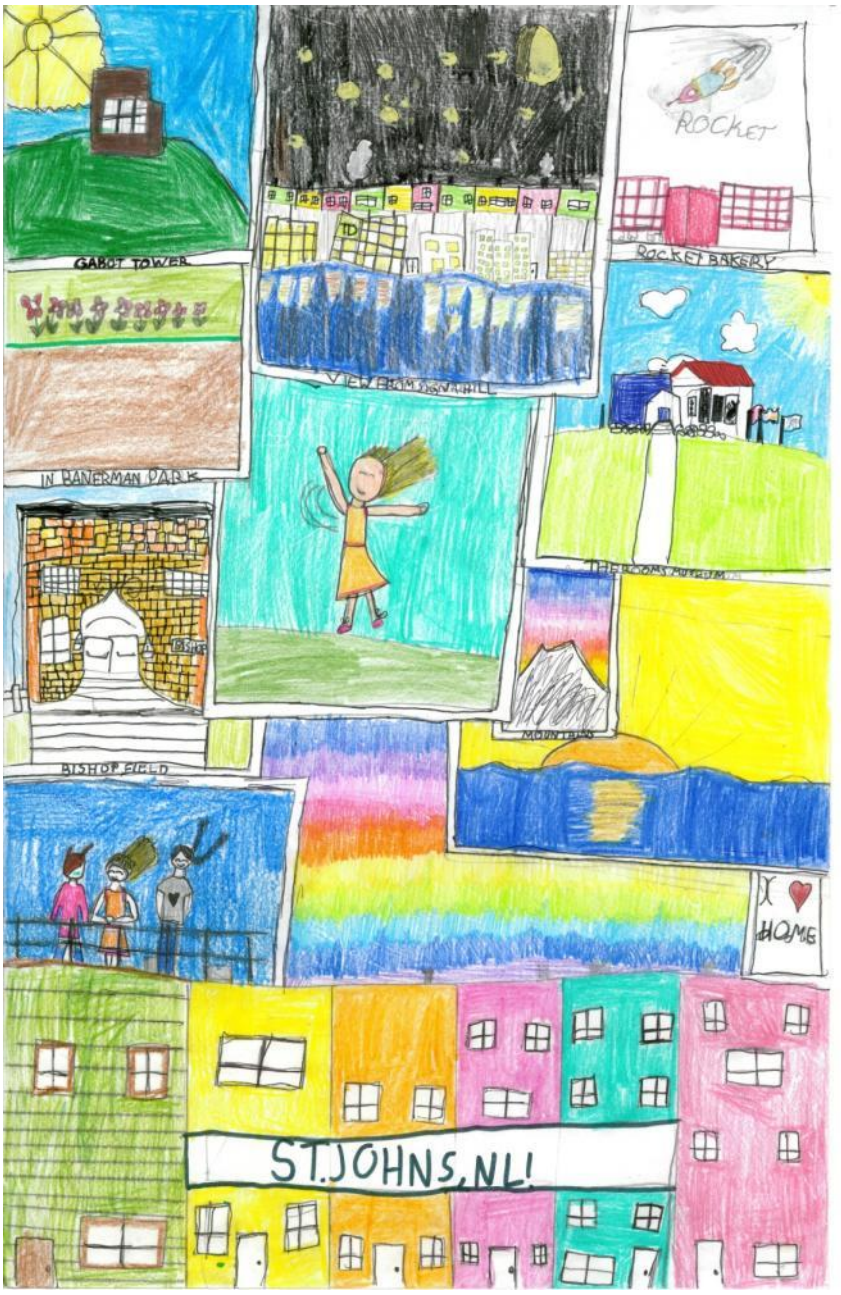
Water Supply and Waste Disposal Services
Water supply and waste disposal are to be provided privately in accordance with the City's regulations. It is not intended that a municipal system be provided.

Trails Development and Natural Open Spaces
The City shall preserve and, as appropriate, extend the network of walkways and trails in Planning Area 17.

East Coast Trail
The City shall work with the East Coast Trail Association to preserve, protect and buffer the portion of the East Coast Trail through Planning Area 17.

Public Trail System
Recreation trails and scenic lookouts may be developed in coastal areas for use by residents and visitors. These trails shall be developed to appropriate standards and linked wherever possible into the larger regional network of trails between Freshwater Bay and Cape Spear.

Scenic Roads
Blackhead Road and Maddox Cove Road are classified as Scenic Roads. To maintain and improve the scenic quality of these roads, development on these roads shall be processed in accordance with the requirements of the St. John's Urban Region Regional Plan.


ROCKET
GABOT TOWER
ROCKET BAKERY
IN BANERMAN PARK
BISHOP FIELD
I ♥ HOME
ST.JOHNS,NL!

Envision St. John's

Municipal Plan

Appendices

Last Updated January 2025

APPENDIX ‘A’

MAP P-1

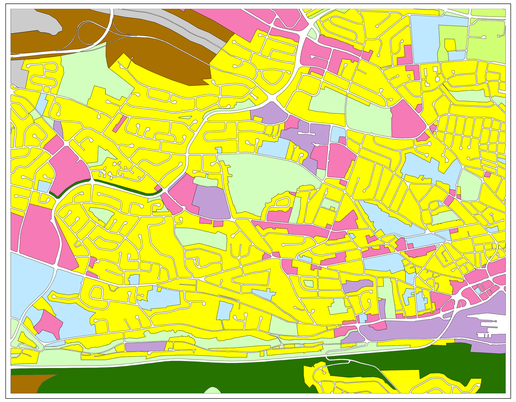
ENVISION ST. JOHN'S MUNICIPAL PLAN

FUTURE LAND USE MAP

- Residential (R)
- Commercial (C)
- Industrial (I)
- Airport (AIR)
- Institutional (INST)
- Pippy Park (PP)
- Open Space (O)
- Agricultural (AG)
- Foresty (F)
- Rural (RUR)
- Restricted (RES)
- Watershed (W)
- Urban Expansion (UEX)

CITY OF MOUNT PEARL

TOWN OF PETTY HR/MADDOX COVE



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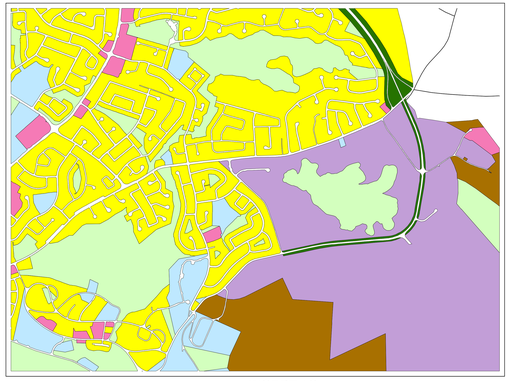

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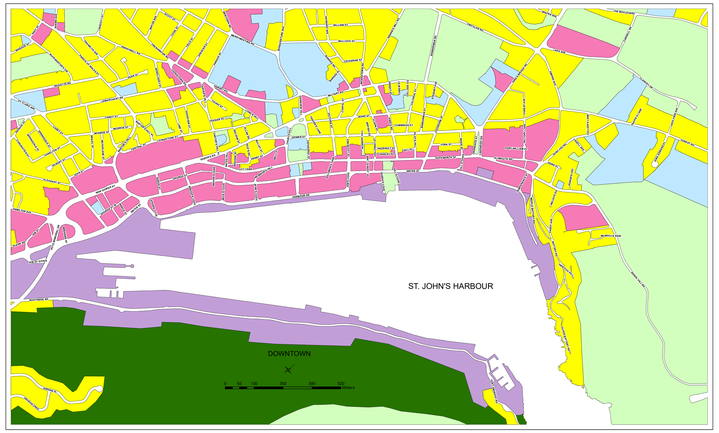

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I hereby certify that this map has been prepared in accordance with the Urban and Rural Planning Act

M. C. I. P. signature and seal

Office Consolidate. Updated: Jan 15, 2025

Council Adoption

Council Approval

Mayor

City Clerk

Date of Gazetting

0 0.5 1 2 3 4 Kilometers

ST. JOHN'S

PLANNING AREA

- Downtown (PA-1)
- East End/Quidi Vidi Village (PA-2)
- Georgestown/Rabbittown/Higer Levels (PA-3)
- Mundy Pond (PA-4)
- Rennies River/Churchill Park/Baird (PA-5)
- Pleasantville/Virginia Park (PA-6)
- Waterford/Amherst Heights/Cowan Heights (PA-7)
- Glenbrook/Centennial Meadows/Fox Avenue (PA-8)
- O'Leary/Southwest Expansion Area (PA-9)
- Airport Heights (PA-10)
- Ennis Avenue/Wedgewood Park/Clovelly Residential (PA-11)
- Pippy Park (PA-12)
- Shea Heights/Freshwater Bay (PA-13)
- Kilbride (PA-14)
- TCH/Bay Bulls Pond/Thomas Pond/Petty Harbour Long Pond (PA-15)
- Gould (PA-16)
- Blackhead Village/Cape Spear (PA-17)
- Old Bay Bulls/Ruby Line/Brookfield Road (PA-18)
- Windsor Lake (PA-19)
- Southlands/Galway (PA-20
- Airport Environs/Clovelly Commercial (PA-21)
- The Narrows/Battery/Fort Amherst (PA-22)

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MAP P-2

ENVISION ST. JOHN'S MUNICIPAL PLAN

PLANNING AREAS

0 0.75 1.5 3 4.5 6 Km

ST. JOHN'S

April 2021

Legend

- Bowring Park
- Broad Cove River Watershed
- Central
- Cowan Heights
- Downtown
- Freshwater Bay
- Goulds
- Kenmount East
- Kenmount West
- Kent's Pond
- Kilbride
- Mundy Pond
- Paddy's Pond
- Pippy Park
- Quidi Vidi Lake
- Rennie's River
- Shea Heights / Blackhead
- Shoal Bay
- Signal Hill
- Southlands / Galway
- Southside
- Stavanger
- Thomas Pond Watershed
- University Area
- Waterford Valley
- Wedgewood Park
- West Heights
- White Hills
- Windsor Lake
- Churchill Park

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Stavanger
Wedgewood Park
White Hills
Windsor Lake
Kent's Pond
Pippy Park
Quidi Vidi Lake
Rennie's River
Signal Hill
University Area
Downtown
Kenmount East
Central
Mundy Pond
Southside
Broad Cove River Watershed
Kenmount West
West Heights
Waterford Valley
Cowan Heights
Freshwater Bay
Bowring Park
Kilbride
Southlands / Galway
Shea Heights / Blackhead
Paddy's Pond
Goulds
Thomas Pond Watershed
Shoal Bay

MAP P-2A

ENVISION ST. JOHN'S MUNICIPAL PLAN

NEIGHBOURHOOD PLANNING AREAS

0 0.75 1.5 3 4.5 6 Km

ST. JOHN'S

April 2021

INTENSIFICATION AREAS

#1 Newfoundland Drive & Torbay Road Intersection

#2 Macdonald Drive, Torbay Road, Elizabeth Avenue, New Cove Road, Portugal Cove Road

#3 LeMarchant Road, Bennett Avenue, Beaumont Street, Campbell Avenue, Pleasant Street, Patrick Street, Hamilton Avenue and LeMarchant Road from Bennett Avenue to Carter's Hill

#4 Adams Avenue, Pennywell Road, Freshwater Road, Keane Place

#5 Ropewalk Lane, Pennywell Road, Campbell Avenue, Cashin Avenue, Mundy Pond Road

#6 Water Street from Leslie Street to Job Street

#7 Topsail Road from Cowan Avenue to Columbus Drive and Topsail Road, Columbus Drive, Waterford Bridge Road, Cowan Avenue

#8 Topsail Road - City of St. John's boundary to Burgeo Street

MAP P-3

ENVISION ST. JOHN'S MUNICIPAL PLAN

INTENSIFICATION AREAS

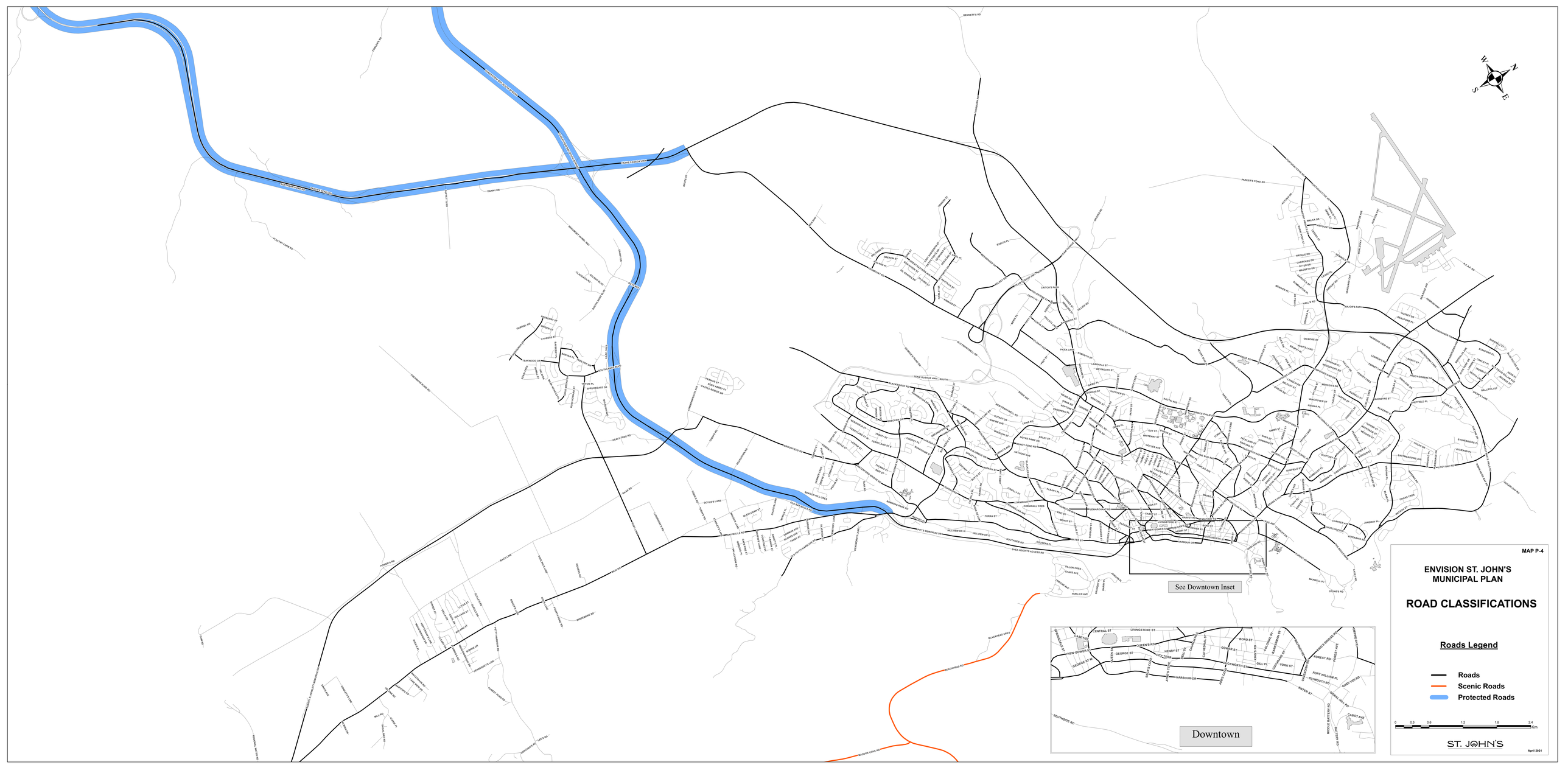
METROBUS ROUTES

INTENSIFICATION AREAS

0 0.2 0.4 0.8 1.2 1.6 Km

ST. JOHN'S

April 2021


MAP P-4
ENVISION ST. JOHN'S MUNICIPAL PLAN
ROAD CLASSIFICATIONS
Roads Legend
Roads
Scenic Roads
Protected Roads
0 0.3 0.6 1.2 1.8 2.4 Km
ST. JOHN'S
April 2021
See Downtown Inset
Downtown
TRANS-CANADA HWY
PITTMAN'S LINE
BLACKHEAD RD
SOUTHSIDE RD
TORBAY RD
KENMOUNT RD
PENNYWELL RD
TOPSAIL RD
BLACKMARSH RD
FOREST RD
HAMMONDVILLE RD
PARADISE LANE
MAYOR AVE
WATER ST
DUCKWORTH ST
HARBOUR DR
CATHEDRAL ST
GEORGE ST
QUEEN'S RD
HENRY ST
CITY HALL
CENTRAL ST
LIVINGSTONE ST
BOND ST
GOWER ST
FORT WILLIAM PL
PLYMOUTH RD
CABOT AVE
MIDDLE BATTERY RD
SIGNAL HILL RD
QUIDI VIDI RD
FORAN ST
CASEY ST
CONCEPTION BAY HWY
THEATRE HILL
MAJOR'S PATH
PARKER'S POND RD
KELLS RD
MAYBERRY PL
STONE'S RD

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COCHRANE POND RD
VIGUERS RD
MAIN RD
WINDEMERE RD
DOOLING'S LINE
FOURTH POND RD
CHESLEY DR
BACK LINE
BISHOP'S LINE
DOYLE'S RD
PETTY HARBOUR RD
DURDLE DR
SPRUCE GROVE AVE
RIDGEMOUNT ST
CLEARVIEW ST
KEITH DR
GULLAGE ST
BOLAND ST
BONNIE DR
GARY DR
HENNESSEY'S LINE
FOREST POND RD
ROBERTS RD
LEE'S RD
DONOVAN'S RD
DELLA DR
MEADOWBROOK DR
SUNSET ST
RIVERSIDE DR W
FLEMING'S RD
MARTIN ST
CLEARY DR
SCOUTS PL
POWER'S RD
MCGRATH PL W
HEFFERNAN'S LINE
MOUNTAINVIEW DR
RYAN'S RIVER RD
HEFFERNAN'S PL
THISTLE PL
RYAN'S PL
RACETRACK RD
LAKE VIEW DR
BARTON'S RD
HELENA RD
ALEXIS PL
MILL RD
SHOAL BAY RD
PARK LANE
HOWLETT'S LINE
ROBERT E. HOWLETT MEMORIAL DR
DINN'S AVE
WILMINA DR
REGIONAL WATER RD
SOUTHERN SHORE HWY

MAP P-5

ENVISION ST. JOHN'S
MUNICIPAL PLAN

GOULDS ULTIMATE SERVICE AREA

CURRENT SERVICE AREA

FUTURE SERVICE AREA

0 0.125 0.25 0.5 0.75 1
Km

ST. JOHN'S

April 2021

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MAP P-6

ENVISION ST. JOHN'S
MUNICIPAL PLAN

TORBAY ROAD NORTH COMMERCIAL AREA

COMMERCIAL AREA

0 62.5 125 250 375 500
Meters

ST. JOHN'S

April 2021

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SNOW'S LANE
TRANS CANADA HWY
CHEYNE DR
STONEBRIDGE PL
KATIE PL
JULIEANN PL
GERARD PL
GREGORY ST
PARSONAGE DR
COOK'S LANE
LOGY BAY RD
MARCONI PL
CROSBIE DR
FAGAN DR
LOMAC RD
ROCKSLEY PL
EASTMEADOWS AVE
EASTMEADOWS CRES
PEPPERRELL RD
HARDING RD
POLE CRES
RUTLEDGE CRES
PICKMORE PL
MIDDLETON ST
VIRGINIA PL
MCCALLUM ST
GLOVER PL
FAIRWOOD ST
BLAKE PL
MOUNTBATTEN DR
SUGARLOAF PL
SUGARLOAF RD
ROBIN HOOD BAY RD
EASTLAND DR
EAST WHITE HILLS RD
DRAKE CRES
MONTAGUE ST
WATSON CRES
WATSON ST
NEWFOUNDLAND DR
RCMP WHITE HILLS
JANEWAY PL
VETERAN'S RD
ST. JOHN'S PL
CHARTER AVE
EAST DR
ROOSEVELT AVE
PLACENTIA PL
AUGUSTA CRT
CHURCHILL AVE
LANGLEY RD
LEGION RD
THE BOULEVARD
CADET RD
QUIDI VIDI VILLAGE RD
REGIMENT RD
STONIE'S RD
CUCKHOLD'S COVE RD
MAXWELL PL
FOREST RD
CLANCEY DR
LAKE VIEW AVE
TAAFFE'S LANE

MAP P-7

ENVISION ST. JOHN'S
MUNICIPAL PLAN

ROBIN HOOD BAY WASTE MANAGEMENT AREA

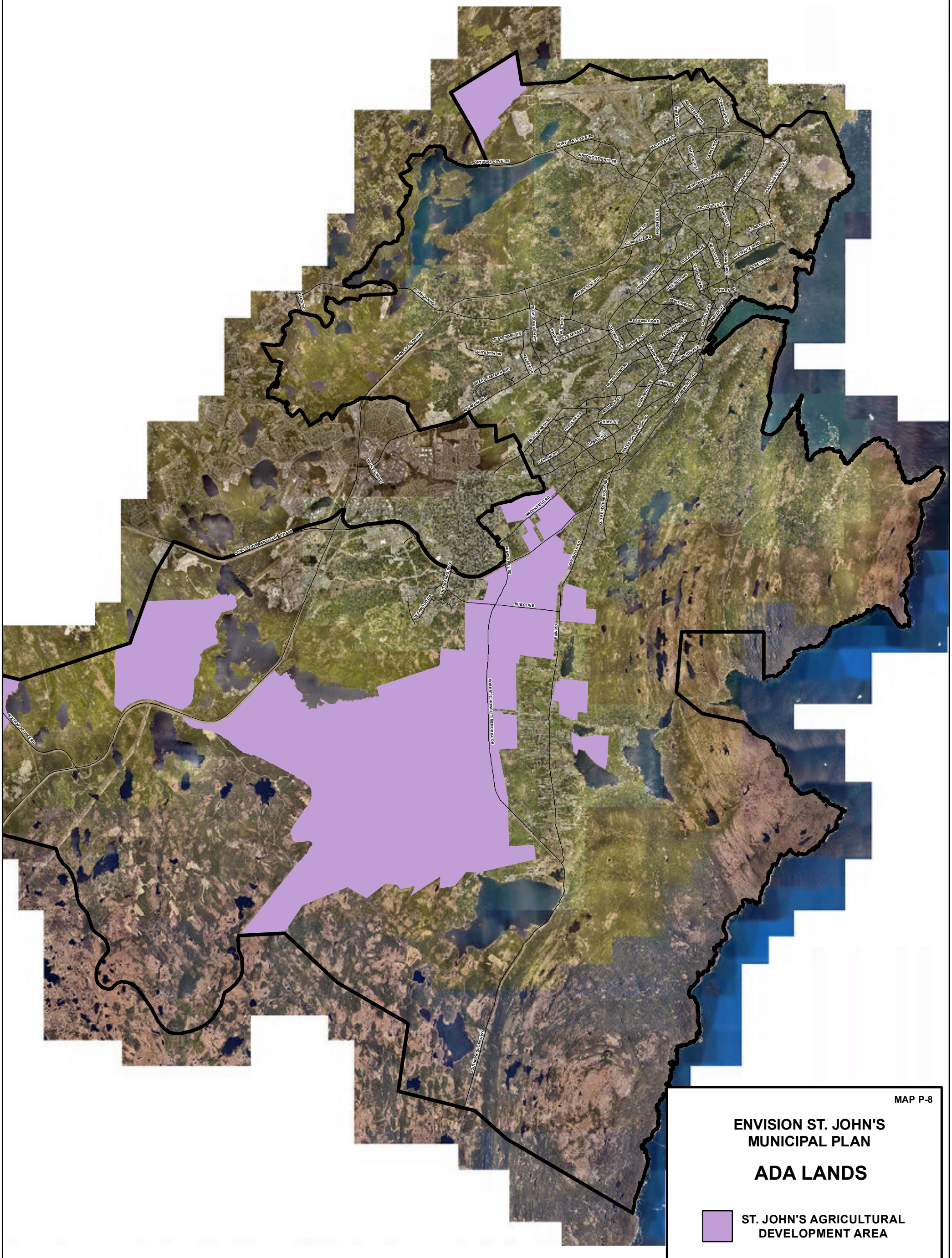
ROBIN HOOD BAY
WASTE MANAGEMENT
FACILITY

PROTECTION AREA

0 125 250 500 750
Meters

ST. JOHN'S

April 2021



Note: ADA in Thomas Pond Watershed as been excluded.

1:100,000

MAP P-9

ENVISION ST. JOHN'S
MUNICIPAL PLAN

FORESTRY AREAS

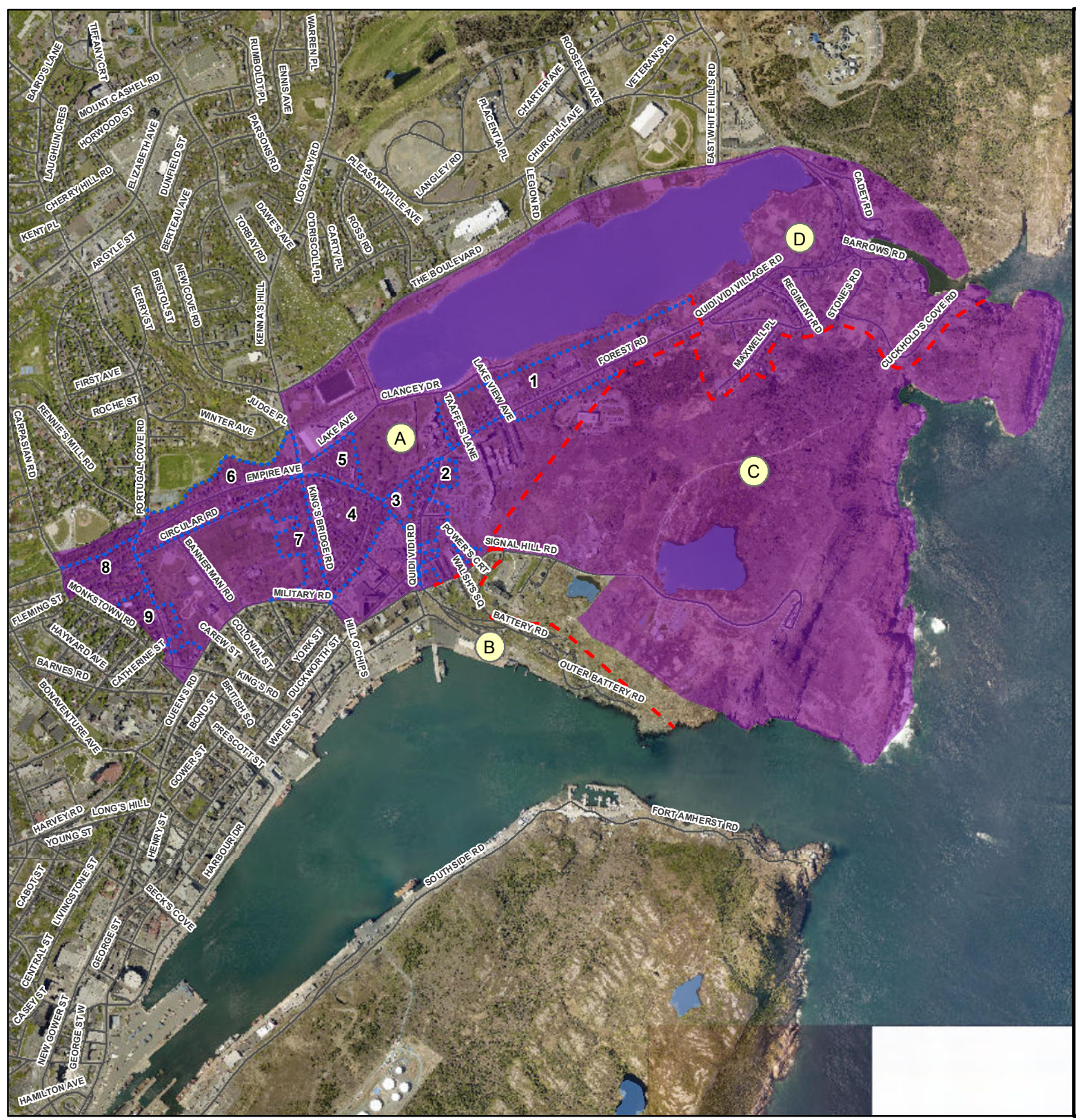
FORESTRY MANAGEMENT AREAS

SILVICULTURE AREAS

0 0.5 1 2 3 4 KM

ST. JOHN'S

April 2021



MAP P-10

ENVISION ST. JOHN'S MUNICIPAL PLAN

PLANNING AREA 2

Neighbourhoods and Sub-Areas

Planning Area Boundary

NEIGHBOURHOODS

(A) Circular/Forest Road
(B) The Battery
(C) Signal Hill Park
(D) Quidi Vidi Village

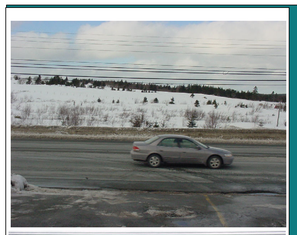
SUB - AREAS

1. Forest Road (East of Quidi Vidi Road to Quidi Vidi Village
2. Quidi Vidi Road
3. Forest Road (Empire Avenue to Quidi Vidi Road
4. Forest Road - Empire Avenue and King's Bridge Road
5. Empire Avenue - King's Bridge Road - Lake Avenue and Anglican Cemetary
6. Circular Road - Empire Avenue
7. King's Bridge Road - Circular Road - Government House Grounds - Military Road
8. Upper Rennies Mill Road - Circular Road West (Monkstown & Riverview)
9. Lower Rennies Mill Road and Rennies Mill Road

0 0.125 0.25 0.5 0.75 1 Km

ST. JOHN'S

April 2021



ACCESS "A"

ACCESS "B"

ACCESS "C"

ACCESS "D"

ACCESS "E"

SOUTHWEST EXPANSION AREA DEVELOPMENT CONCEPT

RK ZONE (136 ha) - APPROX. 2100 LOTS
CK ZONE (63.50 ha)

FUTURE RESIDENTIAL
SOUTH OF THORBURN ROAD (65.50 ha) - APPROX. 930 LOTS
NORTH OF THORBURN ROAD (34.50 ha) - APPROX. 350 LOTS

Legend

- (RK) Residential Kenmount
- (R1) Residential Low Density
- (R2) Residential Medium Density
- (R3) Residential High Density
- (AA) Apartment Special
- (A1) Apartment Low Density
- (A2) Apartment Medium Density
- (CL) Commercial Local
- (CN) Commercial Neighbourhood
- (CO) Commercial Office
- (COH) Commercial Office Hotel
- (CH) Commercial Highway
- (CK) Commercial Kenmount
- (CR) Commercial Regional
- (CI) Commercial Industrial
- PIPPY PARK
- (INST) Institutional
- (O) Open Space
- (OR) Open Space Reserve
- (R) Rural
- (RR) Rural Residential
- (RRI) Rural Residential Infill
- (W) Watershed
- (CDA) Comprehensive Development Area

N

AVALON MALL

TOYS-R-US

CANADA POST

N.L.C.

HOTEL ST. JOHN'S

HICKMAN MOTORS

TRAVELERS INN

VOCM

ESSO

STK HONDA

AVALON FORD

MAP P-11

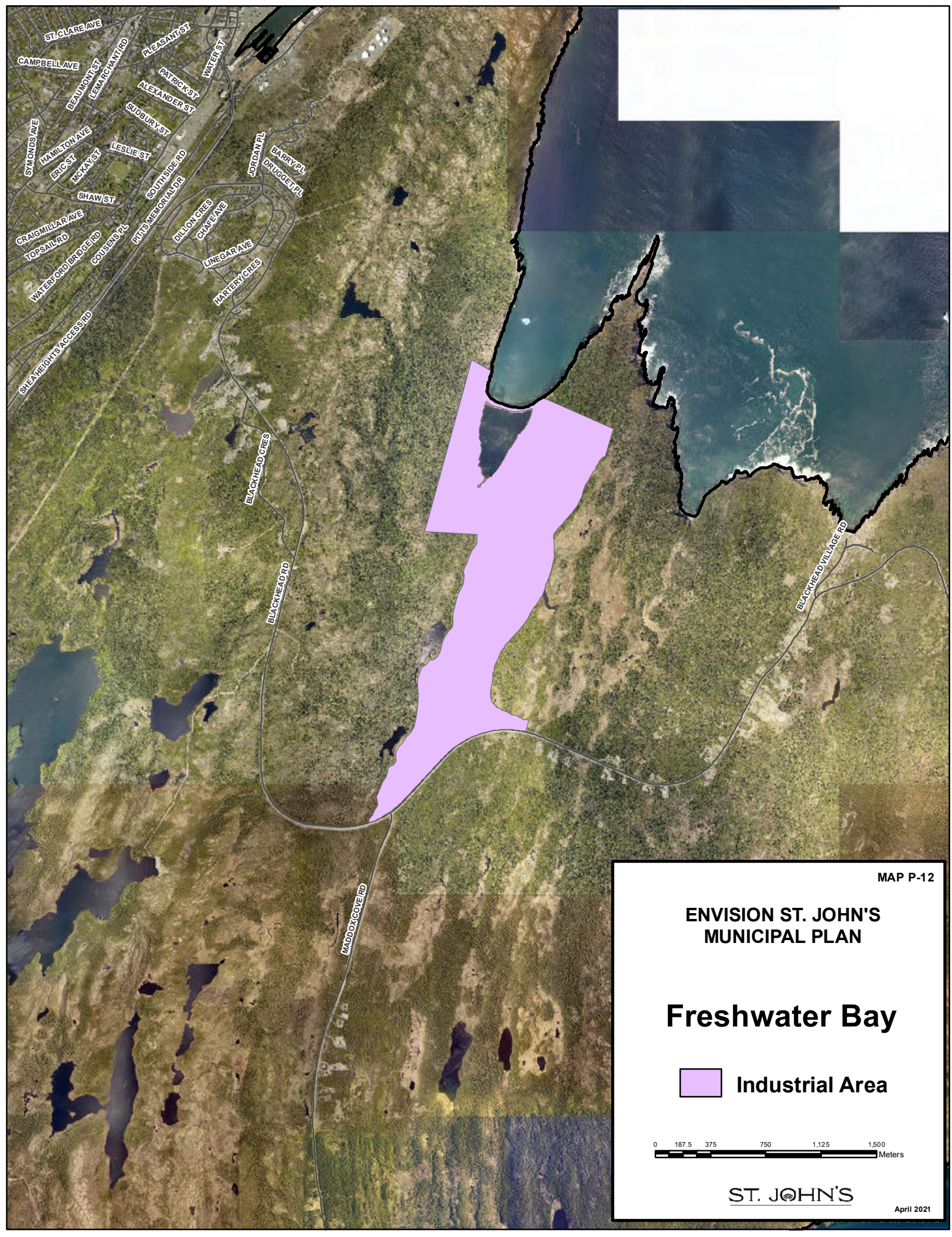
ENVISION ST. JOHN'S MUNICIPAL PLAN

SOUTHWEST EXPANSION AREA DEVELOPMENT CONCEPT

0 0.1 0.2 0.4 0.6 Km

ST. JOHN'S

April 2021


ST. CLARE AVE
CAMPBELL AVE
BEAUMONT ST
LEMARCHANT RD
PLEASANT ST
WATER ST
PATRICK ST
ALEXANDER ST
SUDBURY ST
SYMONDS AVE
HAMILTON AVE
ERIC ST
LESLIE ST
MCKAY ST
SHAW ST
SOUTHSIDE RD
PITTS MEMORIAL DR
JORDAN PL
BARRY PL
DRUGGET PL
DILLON CRES
CHAFE AVE
LINEGAR AVE
HARTERY CRES
CRAIGMILLAR AVE
TOPSAIL RD
WATERFORD BRIDGE RD
COUSENS PL
SHEA HEIGHTS ACCESS RD
BLACKHEAD CRES
BLACKHEAD RD
BLACKHEAD VILLAGE RD
MADDOX COVE RD
MAP P-12
ENVISION ST. JOHN'S
MUNICIPAL PLAN
Freshwater Bay
Industrial Area
0 187.5 375 750 1,125 1,500
Meters
ST. JOHN'S
April 2021